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Canada: Civil Service Act, Special
Committee on the, 1939

SESSION 1939

HOUSE OF COMMONS

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(19)

(SPECIAL COMMITTEE)

ON THE OPERATION OF THE

(CIVIL SERVICE ACT)

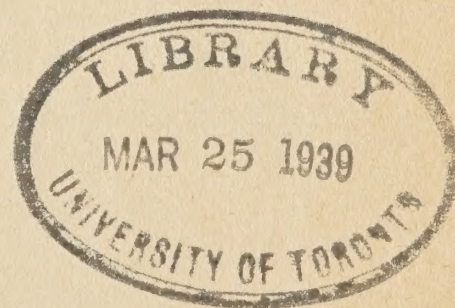
MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

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WEDNESDAY, MARCH 15, 1939

TUESDAY, MARCH 21, 1939



Witness:

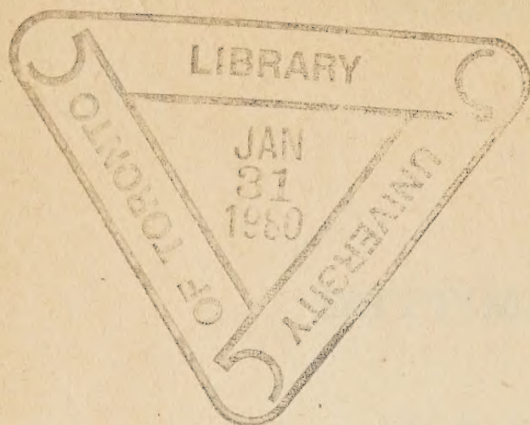
Mr. C. H. Bland, Chairman, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1939



MEMBERS OF THE COMMITTEE

Mr. ALPHONSE FOURNIER, *Chairman and Messieurs*

Barber
Boulanger
Clark (*York-Sunbury*)
Cleaver
Deachman
Glen
Golding
Hartigan
Hyndman
Jean
Lacroix (*Quebec-Montmorency*)
Lennard

MacInnis
MacNeil
Marshall
McNiven (*Regina City*)
Mulock
O'Neill
Poole
Pouliot
Spence
Tomlinson
Tucker
Wermenlinger

J. P. DOYLE,
Clerk of the Committee.

ORDERS OF REFERENCE

HOUSE OF COMMONS,

TUESDAY, February 21, 1939.

Resolved,—That a select special committee of the House be appointed to inquire into the operation of the Civil Service Act, and all matters pertaining thereto, with power to call for persons, papers and records, to examine witnesses under oath, and to report from time to time;

And that Standing Order 65 be suspended in relation thereto, and that the select special committee shall consist of twenty-five members and the following be appointed members of the said committee: Messrs. Barber, Boulanger, Clark (*York-Sunbury*), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Hartigan, Hyndman, Jean, Lacroix (*Quebec-Montmorency*), Lennard, MacInnis, MacNeil, McNiven (*Regina City*), Marshall, Mulock, O'Neill, Poole, Pouliot, Spence, Tomlinson, Tucker, Wermenlinger.

Attest.

ARTHUR BEAUCHESNE
Clerk of the House.

WEDNESDAY, March 15, 1939.

Ordered,—That, the said Committee be granted leave to print from day to day 500 copies in English and 200 copies in French of its minutes of proceedings and evidence and that Standing Order 64 be suspended in relation thereto.

Ordered,—That the said Committee be granted leave to sit while the House is sitting.

Ordered,—That nine members of the said Committee shall constitute a quorum, and that Section 3 of Standing Order 65 be suspended in relation thereto.

Attest.

ARTHUR BEAUCHESNE
Clerk of the House.

REPORT TO THE HOUSE

WEDNESDAY, March 15, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act begs leave to present the following as a

FIRST REPORT

Your Committee recommends:—

1. That it be granted leave to print from day to day 500 copies in English and 200 copies in French of its minutes of proceedings and evidence and that Standing Order 64 be suspended in relation thereto;
2. That it be granted leave to sit while the House is sitting;
3. That nine members shall constitute a quorum, and that section 3 of Standing Order 65 be suspended in relation thereto.

All of which is respectfully submitted.

ALPHONSE FOURNIER
Chairman.

MINUTES OF PROCEEDINGS

WEDNESDAY, March 15, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11 o'clock, a.m. (For organization).

Members present: Messrs. Barber, Boulanger, Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Glen, Golding, Hyndman, Jean, Lacroix (*Quebec-Montmorency*), Lennard, MacInnis, MacNeil, Marshall, Mulock, O'Neill, Pouliot, Tomlinson, Tucker. (19).

On motion of Mr. Tomlinson, seconded by Mr. Glen, Mr. Fournier (*Hull*) was unanimously elected Chairman.

Mr. Fournier took the Chair and thanked the Committee for the honour conferred upon him.

On motion of Mr. Tomlinson,—

Resolved,—

That the Committee ask for leave to print from day to day 500 copies in English and 200 copies in French of its minutes of proceedings and evidence, and that Standing Order 64 be suspended in relation thereto.

On motion of Mr. Tomlinson,—

Resolved,—

That the Committee ask leave to sit while the House is sitting.

On motion of Mr. Tomlinson,—

Resolved,—

That the Committee request the House to fix its quorum at nine members.

On motion of Mr. Tomlinson,—

Resolved,—

That the Civil Service Commission be instructed to produce, at the request of any member of the Committee, through the Clerk of the Committee:—

- (a) All files of competitions, including promotions and eligible lists, pertaining to any appointments made or rejected from July 28, 1930, to December 31, 1938, and also letters of complaint in connection with appointments or otherwise;
- (b) All files in connection with and including all correspondence regarding the personnel of the Civil Service Commission, including individual inspectors, with lists of outside examinations;
- (c) That the files so requested be accompanied by a certificate signed by the Chairman of the Civil Service Commission to the effect that it contains all correspondence and papers pertaining to such files.

On motion of Mr. MacNeil,—

Resolved:

That a sub-committee on agenda composed of seven (7) members be appointed and that the selection be left in the hands of the Chairman.

A general discussion took place in relation to the evidence taken by the 1938 Special Committee on Civil Service Act. The Chairman informed the Committee that an index of that evidence had been prepared. On motion of Mr. MacNeil it was agreed that this index be submitted to the sub-committee on agenda for consideration and that the said sub-committee bring back a recommendation to the general Committee.

On motion of Mr. Tomlinson, the Committee adjourned at 11.45 a.m. to the call of the Chair.

ANTOINE CHASSÉ,
Acting Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, March 21, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 10.30 a.m. Mr. Fournier, the Chairman, presided.

The following members were present: Messrs. Barber, Boulanger, Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Glen, Golding, Hartigan, Hyndman, Lennard, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, O'Neill, Pouliot, Spence, Wermenlinger—19.

The clerk read the report of the subcommittee which is as follows:—

FRIDAY, March 17, 1939.

Pursuant to a resolution of the Committee adopted on March 15, the following members have been selected to act, with the Chairman, as a subcommittee on procedure and agenda, viz:

Messrs. Barber, Glen, Lacroix (*Quebec-Montmorency*), MacInnis, Marshall, Pouliot and Tomlinson—7.

Your subcommittee met this day and they beg leave to make the following recommendations:

1. That the Committee should meet on Tuesday, March 21, 1939, at 10.30 a.m.

2. That the Committee proceed to make a study of last year's Report by the 1938 Special Committee on Civil Service Act.

3. That Mr. Charles H. Bland, Chairman of the Civil Service Commission be instructed to attend the next meeting of the Committee.

4. That the Index of the evidence taken by the 1938 Special Committee on Civil Service Act be printed as an appendix to the first report of the Committee to be printed.

5. That no particular case be dealt with by the Committee unless such case involves a principle in the Civil Service Act.

On motion of Mr. MacNeil the report of the subcommittee was adopted.

The Chairman stated he had received a memorandum from the Professional Institute of the Civil Service of Canada respecting the report of the Committee last year. On motion of Mr. Glen this was ordered printed as appendix "B" to this day's proceedings.

Mr. C. H. Bland, Chairman of the Civil Service Commission, was called, sworn and examined respecting the Report of the 1938 Committee.

Recommendations in the said report were dealt with as follows:—

Nos. 1, 2 and 3, on motion of Mr. Glen, were adopted;

No. 4, on motion of Mr. Pouliot, was adopted;

No. 5 was allowed to stand;

No. 6, on motion of Mr. Glen, was adopted;

No. 7, on motion of Mr. Pouliot, was adopted;

No. 8, on motion of Mr. Mulock, was adopted;

No. 9, on motion of Mr. Mulock, was adopted;

No. 10, on motion of Mr. Mulock, was amended to read "ten years" instead of "five years," and adopted;

No. 11 was allowed to stand;

No. 12, on motion of Mr. Mulock, was adopted;

No. 13, on motion of Mr. Boulanger, was adopted;
No. 14, on motion of Mr. Wermenlinger, was adopted;
Nos. 15, 16 and 17 were allowed to stand;
No. 18, on motion of Mr. Hartigan, was adopted.

On motion of Mr. Mulock, the Committee adjourned at 1.05 p.m., to meet again on Wednesday, March 22, at 10.30 a.m.

J. P. DOYLE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

TUESDAY, March 21, 1939.

The Special Committee appointed to inquire into the operations of the Civil Service Act met at 10.30 a.m. The Chairman, Mr. Alphonse Fournier, presided.

The CHAIRMAN: Gentlemen, I see that we now have a quorum, and I will ask the clerk of the committee to read the report of the sub-committee which was appointed to prepare the agenda for this morning.

The clerk read the report of the sub-committee.

The CHAIRMAN: Every member of the sub-committee was present at that meeting, except Mr. Lacroix, member for Quebec-Montmorency. He was in Quebec. This report was discussed by every member and it was unanimous. Would somebody here in the committee move that this report be adopted?

Mr. MACNEIL: I move its adoption.

Some hon. MEMBERS: Carried.

The CHAIRMAN: Then the first item of the day's business will be the study of the report of last year's committee. I understand that every member of the committee received a copy of this report. I have received a letter from Mr. Whitmore, president of the Professional Institute, accompanied by a study made by their institute of last year's report. I did not have time to have this copied and sent to every member, but it is quite interesting. The Professional Institute believes that recommendations Nos. 1, 3, 5, 6, 7, 8, 9, 10, 12, 13, 14, 18, 19, 20, 21, 22 and 24 will, if adopted, produce beneficial results. That is, nearly 80 per cent of our last year's report received the approval of the Professional Institute. The other recommendations concern the other sections of the report. Before having it printed, I will ask the clerk to make a copy of these remarks and send it to every member, if you have no objections; or if you wish, we could have this printed with the evidence and proceedings of today's meeting.

Mr. GOLDING: I think that would be best.

The CHAIRMAN: Then you will have everything before you with regard to last year's report.

Have you any objections to this being printed in the proceedings of today?

Some hon. MEMBERS: Carried.

See Appendix A.

The CHAIRMAN: The first recommendation of the committee of last year was as follows:—

Your committee deems it expedient and in the interest of the public, the civil service and the Civil Service Commission that a standing committee on civil service matters be appointed at the commencement of each session of parliament, and therefore recommends to parliament that standing order 63 be amended by adding after clause (k) of said order the following clause (l)—“on civil service matters to consist of fifteen members, nine of whom should constitute a quorum.

Do any members of the committee wish to discuss this first item of last year's report with a view to having it amended or changed? There is only one remark which was made to me about this first recommendation. It was that the

number of fifteen did not seem quite large enough for a committee of this nature; it was thought that probably twenty-five members would be the proper number for the committee. That is open to discussion, however.

Mr. GLEN: I would suggest that we will have to go into all this report, in the light of the evidence that will be given by Mr. Bland, with regard to the carrying out of the terms of the report. Would it not be well that we should just leave consideration of this to be embodied in the report of this year's committee? After all, we will have to go over a good deal of the ground that was gone over last year; and it may be that in the report of this committee we would embody again, and strongly recommend, just these matters that are enumerated under the different items. If Mr. Bland would give us his statement on how these are being carried out, we might be in a better position to carry out the things that have not been done and that this committee may recommend should be done. I am making the suggestion that perhaps it might be well to hear Mr. Bland in the first instance, and then we can go on from there.

Mr. MACINNIS: I think the point raised by Mr. Glen is well taken. These suggestions could be incorporated, if we wished to make any changes, in our recommendation when made. Mr. Bland cannot very well discuss this point in any case.

The CHAIRMAN: If I understand you correctly, you wish Mr. Bland to be called now?

Mr. MACINNIS: I think so.

The CHAIRMAN: In order that he may give us evidence on the report of last year's committee?

Mr. MACINNIS: Yes, I think so.

The CHAIRMAN: Very well. I will call on Mr. Bland.

C. H. BLAND, Chairman, Civil Service Commission, sworn.

The CHAIRMAN: Mr. Bland being sworn, it is now open to members of the committee to put to him any questions they may wish concerning any items of last year's report.

Mr. O'NEILL: Do you happen to have an extra copy of last year's report? I think mine must be at home. I cannot find it, anyway. I should like to get a copy if you have an extra one.

The CHAIRMAN: I understand that someone has gone upstairs to try to find some extra copies of the report. I understand the number is quite limited. At the first meeting a copy of last year's report was handed to every member, I am informed.

Mr. O'NEILL: That is right. I had a copy, but I cannot locate it with my papers; and I am afraid it must have been left at home. When I came down here I could not bundle up my own papers. I had to get somebody else to do it for me, and now some are missing.

The WITNESS: I will give Mr. O'Neill an extra copy.

By the Chairman:

Q. Mr. Bland, you have read over and studied the report of last year's committee. Would you be kind enough to give us any explanations that might help the committee in coming to a conclusion or a decision this year on a new report to be prepared?—A. Perhaps the committee would like me, first of all, to indicate the action that has been taken by the commission to implement the recommendations of last year. If that is their pleasure, I should be glad to make up these sections in that order.

[Mr. C. H. Bland.]

Q. All right.—A. Then I will start with section two. That is a recommendation with reference to the interference of relatives in connection with civil service matters. In that connection the commission has taken steps to see that relatives shall not give medical reports, shall not give recommendations, shall not be employed on oral examining boards or on what we call advisory examining boards, and shall not act as rating officers for written examinations. We feel that has given practical effect to the recommendation of the committee in that regard.

By Mr. Glen:

Q. How has that been given effect to? Is it being given effect to by the passing of civil service regulations?—A. No; by instruction of the commission, by order of the commission.

Q. Which has the force of law?—A. Yes, exactly.

By the Chairman:

Q. No legislation is necessary?—A. No, no legislation is necessary. Shall I go on to No. 3?

Q. Unless there are some questions to be asked on No. 2.—A. No. 3 has reference to the submission by the commission of matters of reference to the Department of Justice. Since last session's committee, we have made only one submission to the Department of Justice on a point at which conflict of opinion arose between the commission and the department. In that case, in accordance with the recommendation of the committee, we submitted the file and our submission to the department concerned, so that they might make a submission on their own part to the Department of Justice. That is the only case that has been referred to or been dealt with since last session's committee.

Q. That also has been made part of the regulations of the department?—A. Not part of the regulations, but part of the procedure. It does not require either legislation or regulation.

Q. It does not require either?—A. No.

Q. There is only one case that came up which necessitated this action?—A. Yes, that is true.

By Mr. MacInnis:

Q. Has the decision by the Department of Justice in this case been satisfactory to the commission and to the department?—A. Well, it has been satisfactory to the department.

Q. It has been satisfactory to the department?—A. Yes.

By the Chairman:

Q. The next is No. 4.—A. No. 4 was a recommendation that the duties of the secretary of the commission should be amended so that they become purely secretarial. In this connection, let me point out that when the former secretary of the commission retired from the service last February, the duties of secretary were divided; so that there is no longer an officer performing the duties which were performed by the secretary at that time. The organization branch performs its section of the work and reports direct to the commission. The same thing is true of the examination branch and the other branches of the commission. So that action has been taken to prevent the secretary's office in any way delaying matters, or in any way being a bottle neck for matters coming from the staff to the commission for action, and the forms in connection with this have been amended accordingly.

The CHAIRMAN: Are there any questions the members would like to ask Mr. Bland on No. 4?

By Mr. Pouliot:

Q. I should like to ask a question at this point. Is it not true that, according to the forms that have been in force since the Griffenhagens came in, no one could get any promotion? Is it not true that no report of any examiner and no report of the chief of the organization branch reached the Board of Commissioners unless recommended by the secretary, Mr. Foran?—

A. Perhaps I might explain in this way. The form of the report from the different branches to the commission had a statement on the bottom of it reading "Recommended, secretary". I think it is true that any report from the organization branch did not reach the commissioners until it had been either recommended or recommended against by the secretary. Although the same forms apply to examination reports, the procedure has not, for several years, been followed. In other words, the great majority of examination reports were signed by the chief examiner and presented direct to the commissioners without passing through the secretary's hands.

But the forms remained the same?—A. The forms were the same; that is true.

Q. When were those forms made? Were they made by the Griffenhagens?—A. They have been in effect, I should think, for fifteen or twenty years. I do not think they were made by the Griffenhagen people, but they were made shortly afterwards.

Q. And were they made by Mr. Foran himself, do you know? You were at that time chief examiner.—A. It was before I was chief examiner, even. They may have been the result of the Griffenhagen report. I should not be surprised if they were.

Q. And what was the time of that? Was it at the time the Griffenhagens came in during the war or after the war?—A. 1919, 1920 and 1921.

Q. That was the year of the main change in the Civil Service Commission and the increase of personnel?—A. That is true.

Q. It was then that the forms were made?—A. That is true, I think.

Q. And they have not been changed since?—A. Except as I have indicated now.

Q. Except that in some cases the reports were made direct by the chief examiner?—A. Yes.

Q. To the Board of Commissioners?—A. That is true.

Q. In every case?—A. Not in every case; in the majority of cases.

Q. In the majority of cases?—A. Yes.

Q. In what proportion?—A. I should think 90 per cent.

Q. Ninety per cent?—A. I should think so.

Q. Do you mean that 90 per cent of the reports from the examination branch are signed or initialed by the chief of the examination branch?—A. All the reports of the examination branch are initialed by the chief. I mean that about 90 per cent of them came direct to the commissioners without passing through the secretary's office.

Q. They came direct to the commissioners?—A. Yes.

Q. You also remember, Mr. Bland, that your brother colleagues, Mr. Potvin and Mr. Stitt, said that very often they did not even have the time to read the qualifications of the candidates other than the first one on the list. Therefore, everything was left by the board on the shoulders of the chief of the examination branch to report on the case; because it was materially and physically impossible for the board to study each case in particular.—A. Well, I think it is quite true that it is impossible to study every case. But I would not want the impression to be given that the commission does not study the important cases—cases in which there is some doubt.

[Mr. C. H. Bland.]

Q. That is done when the attention of the board is directed to one case, either by the individual concerned or mostly by the department?—A. Or when he himself sees something in it that he wants to investigate further.

Q. How is it that Mr. Putman said that, in matters concerning the organization branch, the reports of the organization branch were revised in one or two per cent of the cases; and, on the other hand, with regard to the examinations, the Civil Service Commission consider 90 per cent of the cases?—A. I do not know that I have made myself clear. The commission considers practically all the cases. You were asking me first about what had happened in previous cases.

Q. I will change the wording of my question. When I spoke of the commission, I was speaking of the board of three commissioners.—A. Yes. The present situation is that the organization branch memoranda or reports are signed by the chief of that branch and sent direct to the commissioners in all cases. The same thing applies in the examination branch reports, which are signed by the chief examiner and sent direct to the commissioners. The same thing applies in the other branches. That was not the case before Mr. Foran's retirement.

Q. So long as Mr. Foran was there, he was like a wall between the chiefs of every branch and the board of commissioners. If he agreed to something, there was a hole in the wall and the matter went through. But if he objected to it, it stayed there and went to the wastepaper basket or had to be changed according to his own suggestion. Very often you did not see the first report. You saw only the second one.—A. You see, at that time the classification of the position of secretary, as set up by the original classification, provided that the secretry should be also chief executive officer, which meant that their recommendations would necessarily pass through the hands of the chief executive officer. That is not the case now.

By the Chairman:

Q. Mr. Bland, in our report we made a recommendation which reads as follows: "And your committee recommends that all forms presently in use for such purposes shall be altered accordingly." Has that been acted upon by the commission?—A. Yes. The reports are now made direct to the commission.

By Mr. Marshall:

Q. Who is carrying on the work of Mr. Foran?—A. It has been divided among several members of the staff.

Q. Who are they?—A. The executive work is being partly carried on by the chief examiner, Mr. Nelson. The English secretarial work which, as you will see, is more limited than it was before, is being carried on by Miss Saunders; the French secretarial work is being carried on by Mr. Thivierge.

By Mr. Pouliot:

Q. There is one question I want to ask. I should like to know what forms have been changed, if any, since the time the commission was reorganized at the end of the war?—A. The forms that were originally set up at the time of the Griffenhagens have almost all been changed, I should think. But I imagine you have reference to changes made recently.

Q. No.—A. The old forms, I should say, have practically all been changed with the possible exception of the form which accompanies reports from branches and which pass through the secretary's hands. I do not think that was changed.

Q. Yes, but how has the word "recommended" over the name of the secretary been changed?—A. That is erased.

Q. There is a stroke of the pen on that?—A. Yes.

Q. Now, the most important forms concern oral examinations and others showing the number of marks that ought to be given to a candidate. I would

like to know, when those forms have been drafted and how long they have been in force?—A. I should say for most of them—I will be glad to get that for you—most of them have been in force for probably ten or fifteen years.

Q. Ten or fifteen years?—A. Yes.

Q. And were they drafted under your supervision as chief examiner?—

A. A good many of them were.

Q. Especially the form concerning oral examinations?—A. Some of the forms concerning orals were drafted by me and a good many of them have been amended since under Mr. Nelson's direction.

Q. Now, last year every member of the committee was supplied with a complete set of forms that were properly in force at the time. I wonder if any change has been made in those forms since?—A. The only change—I should not say the only change—one change has been made to show the words "Recommended—Secretary" have been removed from the forms.

Q. Now, with regard to the matter of personality, that was discussed fully last year. Is it not because of the work that was done by the committee last year that the whole thing was struck from the required qualifications of the candidates?—A. I think Mr. Nelson will have to answer that, because I am not fully in touch with all the changes that have been made.

Q. I communicated with you directly and not with Mr. Nelson, and I congratulated you for striking that off, and, therefore, you must know about it.—A. I think some of the changes certainly have been due to the committee.

Q. And did you not say yourself that it was absurd to rate a man upon certain personality that no one could define?—A. I do not know that I said it myself, but I heard it said a good many times in this committee.

Q. Is it not true that after the matter had been brought to your attention you realized that yourself after the thing had been in force for several years?—A. Well, we have certainly made changes, and I have recommended changes where I thought the old forms were wrong.

Q. Be more direct. Did not the committee on civil service last year help the commission in that regard?—A. Yes, I think so.

Q. By helping you to get down to brass tacks and discuss the merits of any candidate?—A. Yes.

Q. Now, is it not difficult to rate a man for good judgment and tact when you have him up for oral examination for a quarter of an hour or a few minutes?—A. It is very, very difficult.

Q. And is it not true that you can judge tact and good judgment only when a man has been in the probationary service and you have him there to see how he works, and you can judge his tact?—A. That is probably when it is best judged. It is sometimes necessary to do the best one can to judge tact beforehand or else you may get a man entirely unsuitable.

Q. Yes, I know; but is it fair—I have the forms here—is it fair to rate a man for several matters at the same time. You know what I mean?—A. Yes.

Q. Tact, good judgment and cleanliness etc., without giving special marks for each thing?—A. It is extremely difficult. I will say that.

Q. It is very difficult?—A. Yes.

Q. And, therefore, the whole thing is left to the impression of the examiner who is the judge in the matter, and who can give so many marks—who can give in his own mind so many marks at the same time for tact, good judgment, cleanliness and so on. And, moreover, is it not impossible to rate a man for discretion and reliability at an oral examination?—A. There again I think it is difficult. I would not say it was impossible; but it is a hard thing to do.

Q. It is a hard thing to do?—A. Yes.

Q. And, therefore, do you not think that a member of parliament who knows the family of one man—who has seen that person growing up since he

[Mr. C. H. Bland.]

was in his teens and who knows his family—is in a better position to give a certificate upon that matter than anyone in the Civil Service Commission who has not seen him?—A. Well, I think as I said last session that the best way to trace a man's qualifications is by a very careful and painstaking examination, and I think that can be done quite satisfactorily by a board of examiners if they are competent.

Q. You think that can be done?—A. I think that can be done.

Q. Do you think a board of examiners know the family condition of that man?—A. No, I do not.

Q. And moreover, I would like you to answer one question. Perhaps it was not put clearly to you. I asked you about the board, and you gave me an answer about a few boards. Probably your answer covered all those who applied for technical positions. But now I would like to know how many men have been appointed by the Civil Service Commission, say, on the report of a constable of the mounted police or on the report of a school teacher or director—on the report of those men—where you take the report of those men for God's word? I am sure that the Civil Service Commission does not know a small fraction of the men they write to in regard to appointments for small positions. I am sure they do not; but they take their word for granted because it is not the word of a member of parliament. You do not know the character of the man who gives the report and you do not know the character of the man on whom the report is made; and then on the suggestion of someone from outside who is not a member of parliament you make your recommendation and you say that is the best man for sweeping floors or taking charge of a building or keeping a lighthouse.

Mr. MACINNIS: Mr. Chairman, I wanted to say a word in this connection. I really think that the chairman of the commission is somewhat under an unfair attack in this matter. The chairman, as I understand the matter, is not saying that the recommendation is perfect in every respect. What he must do, and what the investigators must do, is to get the best possible results under a certain set of circumstances. For instance, if there happened to be an appointment made in my constituency of a person from my constituency, and the commission wanted to get a report on the individual concerned, would they not have to consider my acquaintance with the individual and also possibly my bias in the matter as well. That is the case. For instance, I had a letter from a firm in New Zealand a month ago asking me to fill out a form for a person who had made application for employment with them and that person gave me as a reference. Now, those people in New Zealand did not know me. The candidate is a considerable distance away from New Zealand, but they had enough confidence, I presume, that they would get a report from me that they could take into consideration. The commission is in exactly that position. They cannot of themselves know these people to whom they write, but in a general way they realize that they will get a fairly accurate report. Now, I think we should keep that always in mind when referring to these matters. As a matter of fact, referring to the matter of tact and cleanliness and good judgment is only a matter of observation and conclusion which you come to the moment you have had fifteen minutes with an individual; and as to whether your conclusions are carried out when he gets the employment can only be justified after a year or so possibly of actual service.

The CHAIRMAN: Gentlemen, will you permit me one suggestion? I would suggest that we are not starting on the right path. The sub-committee decided that we would study last year's report. We asked Mr. Bland to be here to give us what action was taken on every item of the report—

Mr. MACINNIS: I am sorry, Mr. Chairman.

The CHAIRMAN: No. I am not going to stop any member from making speeches. This is an open meeting. However, I do not think we will succeed in getting ahead with last year's report if we proceed in this way. We should adopt the principle of every recommendation by a motion, so that when the chairman eventually comes to prepare a report he will be endorsing the principle of the committee. Now, are you against this first recommendation that we are asking the government to implement; that a standing committee on civil service matters be appointed at the commencement of each session of parliament. Now, if you decide that that is a good measure and if you are in favour of the principle, why not have somebody move that we adopt this principle. The terms may be changed after we have examined the witnesses, and the discussion will be open; but the principle will be adopted. I think this would be the proper course to follow. If we are going to make a speech on every recommendation we will not get very far with the matter.

Mr. CLEAVER: Mr. Chairman, I think the question of personality has been raised. I wonder if I might be permitted to ask the chairman of the commission one question?

By Mr. Cleaver:

Q. Mr. Bland, of the total marks which are awarded to a candidate on an examination, including the written examination and the oral examination, what percentage of the total marks are awarded in regard to this personality test?—A. A small percentage. The written examination has usually the larger share of the marks, the oral examination the lesser share, and of the oral examination only one of four factors has to do with the, perhaps, unfortunate word "personality."

Q. In a general way what percentage of the marks would you say are awarded on the oral examination?—A. It is either 5 or 4 or 3. In certain cases half of the marks are for the oral, but in the majority of cases 4 out of 10 or 40 per cent would be fair.

Q. The unfortunate part of the oral examination is that the commission at Ottawa has no record; is that not true?—A. If I might be permitted to express an opinion on that, I would like to say that we ourselves realize the difficulty of getting as accurate a representation of merit in the oral examination as may be given by a written examination, and we have been reducing the marks awarded on the oral so that in certain cases the oral becomes only a test of those who have qualified at the written examination to ascertain whether or not they are physically fit and have no outstanding personal characteristics that would prevent them from filling the position satisfactorily.

Q. As to the written examination you, of course, have the actual papers which that candidate has written, and you have a record of his actual standing on the written examination?—A. Yes.

Q. But as to the oral part of the examination, there is no record at all except in the report of the examiner?—A. It is simply in the form of an opinion. A good case in point is the examination for postal employees. In the city of Toronto, for example, at the present time, we are holding an examination for postal employees. There will be hundreds of applicants. Hundreds of people pass the written examination. In the written test they give a fairly good indication of whether or not they can perform the duties of a postal worker, and our feeling is, that perhaps we are giving our attention to the oral examination as a comparative feature of the examination, and possibly all we need to do is, when we have held the written examination and established an order of merit from it—perhaps all we should do is to call these people in order from that list and ascertain whether there is anything in their physique or physical condition or personality—if we have to use that word—that would render them impossible or unqualified for the work.

[Mr. C. H. Bland.]

Q. I quite agree with that. I think that is wise. Have you any means whereby the candidate can appeal from the oral examination? Take an examination where the oral examination represents 40 per cent of the total marks, is there any appeal?—A. We have appeals from it. Appeals are usually on the ground of rejections for physical incapacity. As you will realize yourself, it is much easier to appeal on a written examination than it is on an oral examination because in the case of a written examination we can draw the man's papers and have them gone over by an independent examiner to ascertain whether or not a mistake has been made.

Q. In the event of a complaint being received, what is your mode of operation?—A. If the complaint is with respect to physical fitness we usually have the person who complains re-examined by a different board. If it is a complaint as to physical or personal qualifications, tact, good judgment, manners, appearance and so on, we check up carefully with the oral examination board as to why they rejected this man or rated him low, and if we think from their answers that they have not given the man justice we may give him another examination. It is more difficult to ascertain the facts in the oral than in the written examination.

Q. Would that be another examination by the same group of examiners?—A. No, usually a different board.

The CHAIRMAN: Would the committee be ready to make a decision on No. 1 of last year's report?

Mr. GLEN: I move that No. 1 be incorporated.

Mr. POULIOT: I second it.

The CHAIRMAN: Just adopt the principle, and when the committee meets in camera we can probably decide.

Mr. POULIOT: It means that we will have no more discussion.

The CHAIRMAN: Quite so.

Mr. GLEN: I make the same motion with regard to No. 2.

Mr. POULIOT: I have one question to ask Mr. Bland with regard to No. 2. It is a question I have already asked him and which has been answered in part.

By Mr. Pouliot:

Q. Mr. Bland, I would like to know who are the three people who have recommended each one in the Civil Service Commission. I have got the answer from people from other countries, but I would like to have from Mr. Bland a list of the three names and addresses of the people who have recommended each one now in the Civil Service Commission.—A. Well, Mr. Pouliot, I will be glad to furnish that, but I would like to make it clear that the persons on the staff of the Civil Service Commission have not been recommended in that sense; they have secured their appointments by reason of examinations they have taken. I presume you have reference to letters or testimonials, is that correct, that have been presented?

Q. Yes. For instance, you think none have been recommended. I have seen a letter where Sir Francis Floud recommended the daughter of a chauffeur. It was not addressed to the commission, it was addressed to whom it may concern. You are familiar with the case?—A. No, I am not.

Q. I would like to know who has recommended each one in the Civil Service Commission, and I would like to know also who has been employed there after private examination.—A. None that I know of.

Q. Perhaps; but would you be kind enough to give us a short statement?—A. Yes.

Q. About private examinations?—A. I will.

The CHAIRMAN: I understand that Mr. Glen moved that No. 2 be carried.

Mr. GLEN: Yes.

The WITNESS: Mr. Chairman, may I get that clear before we part from Mr. Pouliot's request. I understand that what Mr. Pouliot wants is letters—all the letters of reference as to character given members on the staff of the Civil Service Commission.

Mr. POULIOT: I do not want a copy of the whole letter, but the name of the person and the address of the person who has recommended him or her.

Mr. O'NEIL: It seems to me that we are getting these matters muddled up with regard to these recommendations that were made last year that have been adopted by the civil service. It is all right to adopt them; but sometimes these things have not been adopted in their entirety and certain changes have been made—maybe they are better than the recommendations which we brought in—but for my part unless we are adopting the recommendations of last session in their entirety I would rather see them held off to give us an opportunity to study the recommendations before we adopt them.

The CHAIRMAN: That is quite right; but with regard to certain of these recommendations of last year everybody seems agreeable. This is not going to close the sittings of the committee if we adopt the principles laid down last year, it does not stop discussion; but we want to have something to start on; and this report has to be rejected or adopted and certain clauses modified, and when there is nothing against adopting these matters why not pass the resolutions and get through with them? No. 3 concerns the changes in the position of the future secretary of the Civil Service Commission. There were complaints, and we made a recommendation last year that he should act only as secretary.

Mr. GLEN: No. 3 has to do with a submission to the Department of Justice. I move that it be adopted.

Mr. POULIOT: I second that.

The CHAIRMAN: No. 4 concerns the secretary. Mr. Bland explained that they have made changes in the duties of the secretary since Mr. Foran has retired, and they have worked along the lines laid down in this recommendation.

The WITNESS: That is true.

The CHAIRMAN: Would somebody move that No. 4 be passed?

Mr. GLEN: Mr. Pouliot's question would have to be answered first.

Mr. POULIOT: Yes, thank you. There is another question I will ask Mr. Bland, and it is this:

By Mr. Pouliot:

Q. This question has to do with the number of people who had been appointed by the commission last year. I do not know if the number was the same last year as the year before—it was 1,000 the year before—and I was wondering what the number was last year?—A. About 6,800.

Q. Of those 6,800 how many were appointed on the recommendation of one man who does not belong to the commission and who was selected by the commission to report on the applicant?—A. Do you mean on an examination held by one man who was not a member of the commission?

Q. Yes. Of course, that was not a written examination; that was an oral report.—A. I would say there would be very few. I will get the figures. I would not think there would be more than a couple of hundred.

Q. Now, Mr. Bland, we might pass this. There were 200 and some of them were janitors and holders of such positions.—A. Yes.

Q. Now, in those 200 cases did the commission know the man personally who was reporting to them?—A. Obviously. Do you mean know the man who was conducting the examination? Not in all cases; in some.

Q. What proportion?—A. I would have to get the exact information.

[Mr. C. H. Bland.]

Q. A small proportion? Not a large proportion? The commission does not know the people in British Columbia or Nova Scotia, does it?—A. Yes. We know a good many of our examiners in Nova Scotia and British Columbia. I would have to get the facts before I quote the percentage.

Q. I asked you also another question about the boards, and I wondered if by the word "boards" you understood only a gathering of some people that were deciding upon technical positions?—A. No, no. In any case. What you mean is an outside examiner?

Q. Yes. Therefore, there were only two or three hundred boards who decided upon 6,800 applications?—A. The great majority of those 6,800 appointments would be appointed as a result of written examinations.

Q. Written examinations?—A. Yes.

Q. They were sent in to the Civil Service Commission?—A. They were rated here by the Civil Service Commission.

Q. Suppose there is a position for which there are 500 applications. It is impossible for the commission to correct those proofs?—A. Those papers?

Q. 500 papers.—A. It is not impossible, no.

Q. Is it done by the examiners?—A. It is done by the examiners sometimes augmented by school-teachers.

Q. Who are not within the commission?—A. They are not members of the staff of the commission.

Q. And who do not appear in the number stated of the boards that are mentioned to me?—A. The boards I have mentioned to you have not been boards for written examinations.

Q. They are for oral examinations.—A. Yes.

Q. For oral examinations—4 or 5 per cent?—A. Or ratings on education and experience.

Q. Those people have not seen the candidate; they decide by the papers?—A. Do you mean the written people or the oral people?

Q. The oral people. They see them, but they do not see them all, because there is progressive elimination.—A. Yes.

Q. And the progressive elimination is done by minor officials of the commission?—A. No, it is done by examining boards.

Q. And there are two boards—an examining board for written examinations and another examining board for oral examinations?—A. There are many boards.

Q. There are many boards?—A. Yes.

Q. And suppose there is a vacancy advertised for clerks No. 2 or stenographers No. 2, and you have 5,000 applications. Of course, it is spread throughout the country?—A. Yes.

Q. And all those papers are sent to the Civil Service Commission?—A. Correct.

Q. And distributed. Are they distributed to individual school-teachers or to boards of school-teachers?—A. The great majority of them are rated by examiners on the staff of the commission. If the examination is too large and time is necessary—if it is necessary to get the results out in a certain time, the examiners of the commission may be augmented by teachers who work for the commission assisting the examiners to rate papers.

Q. Now, with regard to the 5,000—I asked you that in your former capacity as chief examiner as well as in your present capacity of commissioner—of the 5,000 how many applications or copies had each board?—A. Well, a typical examination at which there were roughly 5,000 candidates is the examination for stenographers that is held each second year. Say we have 5,000 applicants for the position of stenographer. They write a written examination consisting of several papers. Those papers are sent from the local centres where the examinations are held over to the commission.

Q. The secretary of the commission?—A. No, they are not sent to the secretary; they are sent over to the commission. The secretary does not see them.

Q. But they were addressed to Mr. Foran.—A. I do not know that they were even addressed to Mr. Foran. They certainly were not seen by Mr. Foran.

Q. We have seen, Mr. Bland, all these large envelopes that were addressed to Mr. Foran, some in English and some in French, and that was in the forms given to us last year.—A. That is true; but the remark I was making in connection with that was that the papers themselves did not go to Mr. Foran. Mr. Foran did not see the papers. They went to the examination branch and were rated by two or more examiners on the staff of the commission, and if there were sufficient papers so that the examiners could not complete the examination in time those examiners were augmented by teachers who work in the commission assisting them. We establish a board—I will call it a board—a board of examiners for that particular examination. There is no oral in connection with that.

Q. But from your personal knowledge, speaking of the past, because now you are doing a different work—according to your personal knowledge as the former chief examiner, when those copies came in bundles like that to the board, of course they were divided among the board and each one looked after so many copies?—A. Yes.

Q. It was impossible for each board to study all the copies that were given to the board?—A. Of course, it is not a board in that sense at all. If there are several papers—several different papers in the stenographers' examination—English, French, spelling, typewriting and shorthand—one staff of examiners does the shorthand, another staff does the typewriting, another staff does the English and French, and another staff does the spelling. The results when compiled are compiled together, and the resultant list is the order of merit from which the appointments are made.

Q. Suppose there is a bundle of 100 applications going to a certain group of men, and there are some people for shorthand and others for accuracy and so on, the bundle is divided between them. Now, do they join together, or do they meet together and study each case in particular?—A. The four men or the eight men?

Q. Yes, the four men or the eight men.—A. No.

Q. And, therefore, some copies may be rejected or eliminated by some members of these boards who do not belong to the personnel of the Civil Service Commission.—A. No, that is not likely because each paper is rated independently by two examiners, and any paper that has a mark of rejection is again submitted to a third independent examiner, and there is a cross-check.

Q. It is easy to understand the change, Mr. Bland. Suppose you and I are on a board like that with two other people or six other people and there is a bunch of 100 applications which are divided as equally as can be, and we have our bunch and the others have their bunch, and we start to look at them—of course, we two are together—do we work jointly on each copy or do you and I separately rate each copy that we have to decide upon?—A. You rate them first, Mr. Pouliot; then I rate them afterwards. If there are any cases in which we are in doubt and where I think you are wrong or where you think I am wrong we see each other and if we cannot agree the chief examiner comes in and decides.

Q. But if you and I are sure that we have done good work it is not necessary to pass it to each other, except in a few odd cases.—A. If we agree with each other, which I am sure we do, then the chief examiner would not have to look into it.

[Mr. C. H. Bland.]

Mr. GLEN: He rates and you rate and if you disagree you have the chief examiner.

The WITNESS: Yes.

By Mr. Pouliot:

Q. And do we pass over each copy—both of us together or one after the other?—A. That is true.

Q. And does it happen that some of those men who decide upon copies do not belong to the personnel of the Civil Service Commission?—A. No, in that case if there is one man outside of the personnel who rejected that person then the second examiner would be a member of the commission.

Q. All the papers rejected go before the personnel of the Civil Service Commission?—A. One member of the staff would be a member of the commission.

Q. What do you mean by one member of the staff? Take clerk, grade 4?—A. No, I mean the examiners.

Q. Will you please tell me when we will have the report of the Civil Service Commission for the last year?—A. The tables are practically complete now, Mr. Pouliot.

Q. Would it be possible to have the report for Easter?—A. The tables, I think, would be ready for Easter.

Q. For the twelve months from June 1?—A. Yes.

The CHAIRMAN: Now, Mr. Bland, with regard to No. 5; has any action been taken concerning that fifth recommendation?

The WITNESS: That is a recommendation, Mr. Chairman, on which I would like, if you will permit me, to make some comments to the committee because it is of importance. This is a recommendation that the service should be divided into five or six broad classes.

Mr. POULIOT: We might adopt No. 4 as it is now with the understanding that we will check the forms with Mr. Bland later on.

The CHAIRMAN: Certainly.

Mr. POULIOT: Do you agree to that, Mr. Bland?

The WITNESS: Certainly, sir.

The CHAIRMAN: Now, we want to see if the commission took action on No. 5 since last year.

The WITNESS: This recommendation is that the present system of classification should be materially changed. At present there are roughly 2,000 different classes or pigeon-holes into which people may be put for salary purposes. This is a proposal that the 2,000 classes should be eliminated and there should be substituted therefor about fifty-four. You can see clearly that this is a fairly widespread proposal with widespread effects. It will have, it is true, the benefit of making things a good deal clearer than they are now—it is a simpler system of classification—but it will have another effect that I think this committee has probably to consider, it will have a very material effect on the cost of classification—in other words, on the cost of the civil service. You have at the present time roughly 40,000 people put into 2,000 pigeon-holes as to classes. If, instead of 2,000, you say that these 40,000 people must be put into fifty-four pigeon-holes you either have to put some of them—a good many of them down or a good many of them up. That is clear.

By Mr. Pouliot:

Q. Yes, but you will agree that there are some absurdities in the book of classification which was submitted to us by Mr. Putman.—A. I think it would be impossible to have a classification in which there were not some absurdities. I am pointing out that this is a material advantage in the essence and nature

of the classification, and I am trying to point out to the committee what will take place if this is put into effect.

By Mr. Mulock:

Q. What would you suggest?—A. I suggest, in the first instance, that fairly careful study should be made of this problem, which we are doing, and that the results of the proposal should be put before the committee before it comes to a final conclusion as to what should or should not be done.

Q. How long will it be before that information will be available?—A. I think very shortly. I can give you the outline of it now.

By Mr. Cleaver:

Q. How many broad classes are there in the old country?—A. There are I would think—perhaps I should not even hazard a guess—they have not as many as we have, but a good many more than we have proposed here.

The CHAIRMAN: They have a broad division of clerical and secretarial work.

The WITNESS: Yes. I am not making these comments with the idea of suggesting that this has not got good points, but I want you to understand what will be involved if it is carried out. I think the classification can be and should be simplified.

Mr. GLEN: But not in such broad terms.

The WITNESS: I think we should see the result before we do it.

By Mr. Mulock:

Q. In any case, this would have to be carried out over a period of years.—A. I think you will agree with me that if fifty or sixty classes were set up with a higher maximum than those at present enjoyed by present public servants the immediate pressure would be that everyone who was not at that maximum would want to be at it. You might plan to apply this over a period of years, but it would be difficult to do so.

By Mr. Glen:

Q. You mean it would increase the amount of the civil service?—A. Either increase or decrease. I do not think you want a decrease.

By the Chairman:

Q. Mr. Bland, before 1918 the statute itself gave out the different classes of civil servants?—A. That is correct.

Q. I have sent up for that statute. But there were not so many classes then.—A. May I say in reply to that, Mr. Chairman, that the difficulty, as I see it, lies not in the fact of having too limited a number of classes but in translating people from 2,000 classes to a limited number of classes. After you had gone on with a limited number you would not have this difficulty. You went to the big one and now back to the small one.

By Mr. Cleaver:

Q. I wonder how 2,000 different classes could occur. What is the salary range?—A. Perhaps I should not say 2,000 classes. What I meant was 2,000 different salary ranges.

Q. How could 2,000 different salary ranges occur? Surely we do not have a spread of \$2 or \$3 between two classes?—A. No, but we have a spread of \$60, \$120 and \$180.

The CHAIRMAN: There are nineteen classes of lighthouse keepers with different salaries.

[Mr. C. H. Bland.]

The WITNESS: The point you raise, Mr. Cleaver, is a strong point in favour of the simpler system—the result of a system that is not thoroughly definite. The result of the other kind of system has been the building up of an ever-increasing number of pigeonholes, and that is how we have the situation we have now, and that is the situation that this committee wants to remedy.

By Mr. Mulock:

Q. How many civil servants did you have in the employ of the government last year under the Civil Service Commission?—A. I would think around 40,000.

Q. Can you get that accurately for the next meeting?—A. No, I do not think I can get it accurately; I could get it approximately.

Q. What is the total payroll?—A. The total number of civil servants at the present time is, I would say, 60,000 or 61,000. The total payroll I would think would be around \$90,000,000.

Q. \$92,000,000.—A. Somewhere like that.

By Mr. Pouliot:

Q. It was \$92,000,000 some years ago when the number of civil servants was 40,000, and that was decreased on account of the 10 per cent cut. Would you have any objection to getting in touch with Mr. Ronson of the Treasury Board?—A. I will do that.

Q. And get some valuable information about it, and ask him for the same information that I asked him for myself, and you will be most interested in getting it. Now, Mr. Bland, is it not true that when there were six broad classes of civil servants the salaries were much lower than they were this time for the average?—A. True.

Q. And, therefore, higher salaries present now a certain difficulty in the establishment of broad classes?—A. True.

Q. Because there would be such a jump from the average one to the higher ones?—A. That is one of the difficulties.

Q. That is one of the difficulties. But on the other hand is it not true that broad classifications would mean less favouritism and less intrigue in the service; the men would be put together in one class?—A. It would be a much simpler thing to administer, there is no doubt about it.

Q. It would be a much simpler thing for ministers; it would give them more time; and it will save a lot of intrigue with the Civil Service Commission from the chiefs who want to have a few dollars more each year?—A. I think it will be helpful—

Q. And it would save intrigue to a certain degree, would it not?—A. I think it would be helpful if I placed before the committee the figures I have got by indicating the present system and this proposed system with the advantages and disadvantages of each.

Q. Do you not think we could come back to my question that it will have the effect of stopping intrigue to a quite large extent?—A. Yes, I think it will make a simpler system in that regard alright.

By Mr. Glen:

Q. You are not in a position to answer the recommendation at all. I suggest that until Mr. Bland is in a position to answer that, we are dealing with futilities, because we are going to ask all these questions afterwards.—A. Might I make one more statement. Another point that I think the committee recommended—and bear in mind that the present classification with its multiplicity of classes was actually established and approved in detail in 1919 by parliament—in other words that type of classification was approved, and they passed on the merits or otherwise of the proposal.)

Mr. POULIOT: I thought that fact should be in the minds of the committee. I know it is highly technical and it is most difficult for members of parliament

to study a classification like that in detail. Theoretically, I agree with you, but I know very well that practically it is impossible for members of parliament to decide upon any technical classification like that without having spare time to study it.

The WITNESS: Yes, I am simply pointing it out as a matter of opinion.

The CHAIRMAN: Do you see any objection to our leaving this recommendation in the report for further study by the commission?

The WITNESS: No. We have been studying it, and we have a good many figures that I would be glad to give to the committee.

The CHAIRMAN: Before 1918 they had four important divisions: the deputy heads; first division, divided, sub-divided (a) and (b); second division; third division—and in the statute you had the salaries. You could not pay more than, say, \$4,000 in the first division, not more than \$2,100 in the second division, not more than \$1,200 in the third division. Could not the commission devise some kind of broad classification whereby you could take the 2,000 positions and bring them under one of these large divisions?

The WITNESS: It is not very difficult to devise the form in reference to a system of six broad classes and nine small ones. The difficulty is to apply the classification to the personnel.

Mr. MULOCK: Might I suggest, in view of Mr. Bland's remarks, that we allow No. 5 to stand until we get this information from him.

Mr. POULIOT: Just a minute. We might adopt the principle with the understanding that Mr. Bland will get in touch with the committee before making recommendations to the treasury. I am advised—

The CHAIRMAN: Could we adopt the principle to put it into five or six classes and leave the matter open for further discussion?

By Mr. Pouliot:

Q. Mr. Bland, I am informed that some months ago, before the session, you told the Secretary of State that the commission had the matter under study and would shortly submit their recommendation to the Treasury Board and council. Would you have any objection, Mr. Bland, to submitting it to the committee?—A. Certainly.

Q. Before sending it to the Treasury Board?—A. Certainly.

The CHAIRMAN: Before we adopt No. 5 finally, as to number of classes, we will leave the matter of carrying the principle open.

Mr. MULOCK: Just a moment. Mr. Bland has stated that in his opinion if No. 5 is passed at the present time it is going to increase—he has not said so—but it is going to increase the taxation of the people by millions and millions of dollars a year.

Mr. GLEN: He has not said so.

Mr. MULOCK: That is what it comes down to. He said that the pressure would be so great to have these people moved up into other classes.

Mr. GLEN: There might be an increase or a decrease, is what he said.

Mr. MULOCK: He said the pressure would be so great and it would take time to work it out in his opinion.

By Mr. Mulock:

Q. Is that correct?—A. I do not wish to avoid making a direct statement if it will help the committee. I can make this statement. You would have a scheme like this. You are faced with two things. You have got to put 40,000 people into 150 pigeon-holes instead of 2,000. To do that you have either got to reduce a lot of them or raise a lot of them, and you have your choice.

[Mr. C. H. Bland.]

Q. How many times in the civil service since you have been there as chairman have you reduced salaries of civil servants once they are established at a certain rate?—A. I do not think that principle has ever been adopted.

By Mr. Cleaver:

Q. What is the minimum and maximum salary now being paid to the civil service?—A. \$420 is the minimum—there may be one or two others—but that is the salary for office boys. The maximum salary under the classification of the service is probably \$8,500. There are quite a number of cases where higher salaries are paid either by a supply bill or by special legislation of one kind or another.

Q. And what minimum salary spread should there be between the different salaries paid—\$50 or \$100 or what?—A. You have a spread at the present time of from \$420 to \$15,000.

Q. I am trying to work it out from the standpoint of mathematics.—A. That is the basis. You have a spread of \$11,000 at the present time.

Q. If the minimum is \$420 and the maximum is \$8,500, the spread is \$8,000.—A. That is right; but you cannot limit it to that spread because you must take into consideration the number of positions that are paid more than \$8,500 though not under civil service classification.

Q. What spread do you think should be provided as a minimum? Would \$50 be enough.—A. I think the present rate of \$420 which is increased semi-annually is an adequate and satisfactory spread for the type of work for which it is paid, for clerical work.

Q. What is the amount of the increase to the \$420 rate?—A. \$420, \$450, \$480 and so on. That is only for the office boy class which is an apprentice class for clerical work.

Q. That provides for a \$30 spread?—A. That is in the apprentice class. The service proper might be set, sir, at \$720, clerk grade 1.

Q. That would indicate that we require 260 different classifications—I should not say classification, I should say classifications and sub-classifications.—A. If you divided them evenly.

Q. If you divide \$30 into \$8,000.—A. There is a factor that has to be taken into consideration. You will probably require shorter ranges in the lower salary than in the top one.

Q. That is why I took the lower range—to get the shortest jump—and the shortest jump being \$30 it rather necessarily follows that 260 will be enough.—A. I think if you have 300 it will be a fairly average jump for the lower one. When you get farther up \$300 does not mean much; it will be only one year's increase.

Q. When you divide the minimum requirements raised into the total spread between minimum salary and the maximum you would rather necessarily obtain the total number of classes and sub-classes that you require?—A. That is right.

Q. If my figures are right, 260 classifications and sub-classifications should answer the purpose if the system is properly established.—A. I think that would.

By Mr. Pouliot:

Q. I should like to make a statement. Of course, there is a book of classifications, and I admit with you that it will take a very long time to make any change in the classifications if you use only that book; but would it not be possible to use cards for each position which has a separate classification, and afterwards put them in order, and then you can find an average much easier than by compiling a book?—A. We are doing that now.

Q. You do that now on cards for each classification?—A. Yes, sir.

Q. And you see the analogy between all positions, and with that you can find an average very easily, and you can arrange it in order that very few suffer an injustice from the commission.—A. I was going to make that remark.

Mr. GLEN: I suggest we pass this. We cannot come to any conclusion until Mr. Bland has made his statement.

The CHAIRMAN: No. 6 concerns somewhat the same thing.

The WITNESS: Yes. I would like to say that No. 6—

Mr. MULOCK: Mr. Chairman, No. 5 stands in its entirety.

The CHAIRMAN: Yes. No. 6—

The WITNESS: No. 6 in brief is that the organization branch be charged with the special responsibility to see that salaries are properly comparable. I think that is a fair summary. That charge has been faced by the organization branch, and since last year they have been paying special attention to that particular matter.

By Mr. Pouliot:

Q. But is it not true that the recommendations of the House of Commons for salary ranges were approved by the commission only yesterday, the day before the committee met?—A. No, sir, that is not true. They were approved by the commission some months ago. They were only approved by the House of Commons yesterday.

Q. By the treasury—it was held by the treasury?—A. I do not think so, sir.

Q. The House of Commons did not have that yesterday.—A. If I might make an explanation. We were asked to make a report some months ago—

Q. Your report was ready?—A. Yes, sir.

Q. And it went to the treasury, and the delay was not yours?—A. It was not ours.

Mr. WERMENLINGER: What is this—the difference between the House of Commons and the Senate in salaries. Is that with regard to charwomen or clerks?

The CHAIRMAN: There was a discussion last year concerning the salaries of the law clerks of the Senate and the House of Commons, and I understand that the commission made a recommendation some time ago, and this recommendation was implemented yesterday.

The WITNESS: That is correct.

Mr. WERMENLINGER: Does it infer that those who work in the Senate should be paid higher wages just because they happen to work for the red chamber?

By Mr. Pouliot:

Q. You have said to Mr. Rinfret that action be taken by the commission. Will you take note what line of action has been taken?—A. I may tell you this that since this passed I instructed the chief of the organization branch and Mr. Gilchrist to pay special attention during the remaining part of the year to this question and to see that those salaries were comparable as close as we could do it.

Q. Was it done for the Senate and the House of Commons?—A. For all branches.

Q. Will you please take note and tell us at a further sitting in what branch it has been done?

The CHAIRMAN: This was a recommendation that salaries be adjusted by the different departments, was it not?

The WITNESS: Quite so.

[Mr. C. H. Bland.]

The CHAIRMAN: Would someone move that we keep on this principle?

Mr. GLEN: I move that. This has been carried out as far as the commission is concerned. It is our recommendation, and I move the adoption.

The CHAIRMAN: We will keep this recommendation so they will keep on acting.

Now, let us turn to No. 7. Has the commission taken action on No. 7?

The WITNESS: Yes. This has four clauses. The first one provides that annual survey of departments, units or branches shall be made in rotation by the various investigators, whether requested by the department or not, and such reviews shall be made so as to remedy overlapping, over-staffing or under-staffing and any unfair discrepancies which may exist.

That, of course, is one of the purposes of surveys. We have not been able to make them annually yet for the simple reason that we have not got enough staff to do it, but we are getting down to that as fast as we can. We have added to our examining staff and our investigating staff, and we are able at the present time to make them about once in two years in rotation irrespective of whether asked for or not; but we cannot get down to one year for some time yet.

By Mr. Pouliot:

Q. Do you members of the organization branch meet the civil servants in the company of their chiefs or do they meet them alone?—A. In the the course of an investigation?

Q. Yes.—A. They meet them alone. Oh, you mean—

Q. Suppose an investigator goes to a department for an inspection and then he meets "A". Will he meet him with his chief?—A. No, he meets him at his work alone. He will subsequently see his chief as well.

Q. Oh, yes; I do not mean that he shall not see the chief; but my question is this: do the investigators meet the civil servants alone and talk over their case with them?—A. Oh, yes.

Q. Outside of the company of the chiefs?—A. That is true. And the individual civil servant alone also is required to make his own statement of his duties.

Q. And it may be used for promotion as well as for classification. Have you noted in the press the report of the Professional Institute to the effect that it would be a very good thing to have open marks made by the immediate chief on each employee working under him?—A. Yes.

Q. And you agree with that?—A. Yes.

Q. And you agree to open marks for two reasons: in the first place, to give a chance to the employee to improve his service if something is wrong and, in the second place, to prevent favouritism?—A. I think that is true, yes.

Q. And in order to improve his work, will it not be a good thing to have special forms giving so many marks for cleanliness, so many for discretion, so many for accuracy, so many for reliability and so on, in order that if one is not clean he will see by his marks that he is not clean and he will wash himself or herself next time.

Mr. MULOCK: Are there no marks for personality?

Mr. POULIOT: No. Personality is left aside.

By Mr. Pouliot:

Q. So much is left for reliability or dependability which is important, and which can be rated only by the man in charge.—A. Yes, in general I agree with that principle. That is covered under section 16 of the recommendations of this committee.

By Mr. Glen:

Q. When you speak of annual surveys of the department—we had this last year—can an individual in the service ask to be classified and rated by his immediate superiors for the work he is doing and also for the promotion he expects to obtain?—A. That only can be done in connection with these annual surveys. We do not deal with individual cases, but only with units. That is a rule of the Treasury Board.

Q. In as far as this is concerned, you are endeavouring to step up the machinery so that you can have the annual surveys, but you cannot have that as yet. You have the bi-annual survey.—A. We cannot do that until we can build up a larger investigating staff. We have only ten men at the present time, and we cannot get around to it once in each year.

Q. As far as you are concerned, the committee having made that recommendation, you are in accord with that?—A. Yes.

Q. I suggest that subsection 1 should be carried.

By Mr. Pouliot:

Q. It might help the committee if I read this, perhaps, to Mr. Bland. Will you please look at the text of the report, on recommendation 7?—A. Yes.

Q. The comment reads:—

(a) Unit surveys are being proceeded with as expeditiously and systematically as possible, subject to the need for additional appropriation and staff.

(b) The desirability of the principle of rotation is acknowledged and is being followed as far as is practicable, but the comparatively static condition of the work in some departments and the rapid changes in others make it necessary to deviate from this rule in certain cases.

You have to deviate from this rule too?—A. What I meant by that was that in certain sections or certain units of the government the work does not change from year to year. There are not many, but there are a number—some post office, for example. The volume of work remains almost the same, and there is not the same necessity for surveying those units each year as there is for surveying units in which the work is varying to a large extent. For example, the Department of Transport within the last three or four years has been constantly changed. The Department of Health has been constantly changed. Our feeling is that in any unit in which there is constant change there is more need for attention and survey than there is in units in which there is little or no change.

Q. Here is paragraph number 3 of that recommendation number 7.—A. Yes?

Q. It reads:—

Investigators shall mention in each report the time spent with each employee and the date and circumstances of the interviews.

It would be better, perhaps, if the whole recommendation were inserted; if the committee has no objection, I will ask the reporter to put in the whole of recommendation number 7, which I am not reading.

Recommendation number 7 is as follows:—

Your Committee recommends that

(1) Annual surveys of departments, units or branches shall be made in rotation by the various investigators, whether requested by the department or not, and such reviews shall be made so as to remedy overlapping, overstaffing or understaffing and any unfair discrepancies which may exist.

(2) If there is to be specialization, it shall be within classes rather than by attempting to cover a whole department from top to bottom, as at present.

[Mr. C. H. Bland.]

(3) Investigators shall mention in each report the time spent with each employee and the date and circumstances of the interviews.

(4) Investigators shall not sit on examining boards as members thereof.

Mr. POULIOT: I shall now read the rest of the report of the commission to the Secretary of State. What I should like to do, with the permission of the chairman and members of the committee, is to put in the report recommendation number 7 and now paragraph (c) of the commission's report to the Secretary of State, which is as follows:—

(c) The commission has been studying the best method of securing a coverage of the service and will shortly submit to Treasury Board a recommendation that departments be required to submit to the commission annually a statement of the duties being performed by each employee, from which an examination of the organization and staff of each department will be made, supported by personal investigation at headquarters and in the field as staff and time permit.

(d) It is desirable that there should be specialization in unit surveys, both by classes and by departments. There must obviously be a proper relationship within a department as well as between classes.

(e) The commission is of opinion that it would be preferable to have the investigator secure the initials of the employee as to the facts of his duties at the conclusion of the interview. In the case of large operating groups, this will necessarily be confined to the employee's signature in his statement of duties, as at present.

(f) Investigators are not now acting as members of examining boards.

By Mr. Pouliot:

Q. That is right, Mr. Bland?—A. That is correct.

The CHAIRMAN: That is right.

Mr. POULIOT: Yes, that is correct.

The CHAIRMAN: I understand that Mr. Glen moved that this principle, as contained in number 7, be maintained in our new report.

Mr. MULOCK: Yes, seven (1).

The CHAIRMAN: Yes, that is right. Now we come to seven (2): "If there is to be specialization, it shall be within classes rather than by attempting to cover a whole department from top to bottom as at present." Mr. Pouliot read out to the committee the report made by the chairman to the Secretary of State—that was (c)—that they were studying the best method to proceed with.

The WITNESS: Yes.

Mr. POULIOT: There was (a) and (b). They have been read.

The CHAIRMAN: (a) and (b) were comments on number 1.

Mr. POULIOT: Therefore, recommendation number 7 should be before (a) and (b).

Mr. MULOCK: What Mr. Pouliot means, I think, is that he would like to see number 7 in the report followed immediately by (a), (b), (c) and (d) and so on of the report to the Secretary of State.

Mr. POULIOT: Yes, putting the recommendations in first.

The CHAIRMAN: You would wish to have in our record the comments made by the chairman of the commission to the Secretary of State.

Mr. POULIOT: It is on the record now. What is on the record now is part of the report of the Civil Service Commission to the government.

The CHAIRMAN: Yes. Then you move that we carry number 7 with all its paragraphs, plus (a), (b), (c) and so on?

Mr. POULIOT: No, no. It is just for the information of the members that it has been prepared.

The CHAIRMAN: Do you move that number 7 be carried?

M. POULIOT: Yes.

The CHAIRMAN: One, two, three and four?

Mr. MULOCK: I should like to ask Mr. Bland one question, if I may.

The CHAIRMAN: All right.

By Mr. Mulock:

Q. My question is in regard to number 4— "Investigators shall not sit on examining boards as members thereof." Has that been carried out?—A. Yes.

By the Chairman:

Q. They have not sat?—A. They have not sat on examining boards since that time.

Q. Then we come to number 8. Has the commission acted upon recommendation number 8?—A. Yes. This is a recommendation that investigators' reports be forwarded to the departments for comments. The answer is that copies of the investigators' reports—

The CHAIRMAN: Just a minute. I see that we have no quorum. We cannot sit until we have one, but it will only take a few minutes to get Mr. Glen and Mr. MacInnis back—

Mr. MULOCK: Quite a few of our members are on other committees.—The proceedings of the committee were suspended until a quorum had been restored.

The CHAIRMAN: Now that we have a quorum again, gentlemen, we shall proceed. We were just on section 8, and Mr. Bland was starting to give us some explanation of recommendation number 8.

By the Chairman:

Q. Would you proceed, please Mr. Bland?—A. Section 8 recommends that the investigators' reports and the comments of the chief of the Organization Branch be forwarded to the department. Copies of the investigators' reports and the comments of the chief of the Organization Branch are now forwarded to the departments concerned as well as to the Treasury Board.

Q. So that the commission is acting on number 8.—A. Yes.

Mr. MULOCK: All right. I will move its adoption.

The CHAIRMAN: Mr. Mulock moves the adoption of number 8.

By Mr. Pouliot:

Q. I should like to ask, Mr. Bland, if what is sent to the departments concerned is just the report of the chief of the Organization Branch or the decision made by the commission on that report?—A. No. The entire documents are sent, including the reports of the investigators—with the comments, if any, of the chiefs—and the commissioners' decision on it.

Q. With the commissioners' decision?—A. Yes.

Q. Therefore, the commission makes a decision before consideration in the department?—A. Yes; but it is always subject to further arguments from the department. That is the practice.

Q. Would it not be much simpler to send the reports of the Organization Branch to the department concerned, asking them for any further suggestions or criticisms, and then make your decision after you received it?—A. Yes; that is another way of doing it. It might be just as satisfactory; perhaps more so.

[Mr. C. H. Bland.]

The CHAIRMAN: Then we might carry it in the way it was drafted last year, under Mr. Mulock's and Mr. Glen's proposition—"with any comments such department wishes to make." That is what you want left in?

Mr. POULIOT: It ends in this way, Mr. Chairman: "and the comments of the chief of the Organization Branch be forwarded to the departments concerned and returned to the Civil Service Commission with any comments such department wishes to make, before the Civil Service Commission makes a decision upon the matter." I should like to have the words "before the Civil Service Commission makes a decision on the matter" inserted. Do you second that Mr. Mulock?

Mr. MULOCK: I want to think that over for a moment before I do so.

Mr. POULIOT: The words I suggest inserting are: "before the Civil Service Commission makes a decision in the matter."

The CHAIRMAN: The only objection to that suggestion, to my mind, is that it would delay the commission coming to a decision in these cases. The chairman says they are always open to listen to anything the departments have to say.

The WITNESS: There is not a week passes in which that does not occur—I will not say there is not a week, but I will say that there is hardly a major survey in which a department has not had the report and comes back to us with some comment that is considered generally by the commission.

By Mr. Mulock:

Q. Would not the result be that in some cases you would send that to some branch or to some department, and it might remain there for some time?—A. It might happen. I think the present system is working pretty satisfactorily.

The CHAIRMAN: It might cause delays, as Mr. Mulock says, if they do not send in their recommendation immediately afterwards.

Mr. MULOCK: They do not have to turn it down. They just hold it.

By Mr. Glen:

Q. Suppose you were sending these documents to a department for their comments; in the absence of any comments, you would proceed to decide the matter yourself?

The CHAIRMAN: That is what they do. They act in that way now.

The WITNESS: The system at the present time is that when the investigator has completed his survey, he makes his report on what he has found. That is the recommendation. The chief of the branch either agrees with him or disagrees with him, and puts his comment on. They come to the commission—

By Mr. Glen:

Q. Would you mind repeating that? I did not hear it.—A. The system in effect at the present time is that when the investigator has completed his survey of the classification of the branch, he puts down the facts as he has found them—a statement of the duties, his conclusions as to what the proper classification should be and so on. On that report are placed the comments of the chief of the organization branch. That completed report comes to the commission. The commission either agrees or disagrees, or makes some change—it generally agrees—and submits, for the approval of the department then, a submission to council embodying the changes. If the department does not agree with this submission, it knows that it has the right to submit to the commission any further arguments it desires to make, either in writing or personally.

Q. Then, to meet Mr. Mulock's objection; would you suggest to the department that they must reply within a certain time?—A. I think the present system is a better system than the other would be, because of the fact that

there might be delay in the other system. I have heard no objections from the ministers or from the departments as to the present system.

Q. Would you say that the recommendation we made here was all right?—

A. I think the recommendation that you made here was all right.

Mr. MULOCK: Leave it alone.

The WITNESS: That is what I would say.

The CHAIRMAN: Have you any objection, Mr. Pouliot, to allowing this to stand for the time being, until we study the final draft of the report?

Mr. POULIOT: I will withdraw my motion for the time being.

The CHAIRMAN: Thank you, Mr. Pouliot. Then that is carried. We now come to No. 9.

The WITNESS: No. 9 recommends first that no married woman shall be employed even temporarily under her maiden name and that regulation No. 36 of the commission with respect to married women shall be strictly applied. The commission is strictly applying the regulation. With reference to the first clause of the section, I would say that is a matter either for a Treasury Board minute or order by Order in Council.

Mr. GLEN: It is being complied with. You can pass that.

The CHAIRMAN: Will somebody move that?

Mr. GLEN: Yes, I will.

The CHAIRMAN: The next is No. 10.

Mr. MULOCK: I wish to make a few remarks in regard to No. 10, especially having reference to the last line which refers to the qualifications of a person entering the service. It says, "Provided that, except on approval by the Governor General in Council, such authorization shall not extend to the employment of a person who is not a natural born or naturalized British subject and also has been a resident of Canada for at least five years." I should like to see that "five years" changed to "ten years."

Mr. O'NEILL: In view of the present unemployment situation in this country, and the large number of college-educated men who are out of employment, I would take very great pleasure in seconding Colonel Mulock's motion.

The CHAIRMAN: It is moved by Mr. Mulock and seconded by Mr. O'Neill that "ten years" should be substituted for "five years."

Mr. POULIOT: I agree to that, with the others, Mr. Chairman; but I wonder if the word "employment" is understood by the commission as meaning temporary employment as well as permanent employment.

The WITNESS: I was just going to make a comment on that. This recommendation No. 10 has reference only to section 38, which applies only to temporary employment.

By Mr. Mulock:

Q. We were discussing that a few minutes ago?—A. Yes.

Q. It will mean that we will have to carry—if it is the wish of the committee that we should do so—the same principle into effect in the other sections?—A. That is what I was going to point out.

By Mr. Glen:

Q. Section 38 refers to the temporary pressure of work. That would not mean any specially qualified technician, would it? That is not intended by section 38 at all, is it? If it is, we might be depriving the department of the services of an expert by such a qualification.—A. There is provision then for approval by the Governor in Council. Even in the clause in question, it says, "Provided that, except on approval by the Governor General in Council." There is a proviso that the Governor General in Council may so approve,

[Mr. C. H. Bland.]

considered, that if you apply the general principle to temporary employment if the occasion exists. But I think the point Colonel Mulock raised has to be you will have to apply it to permanent employment.

By the Chairman:

Q. That would be in the future? We would not want to go back.—A. No.
Mr. MULOCK: No. We would not want to make it retroactive.

By Mr. Pouliot:

Q. At the present time, as all employees start by being temporary, it includes permanent employees as well?—A. Yes. It will also affect section 33 of the act which says that no person shall be appointed unless he has been a resident of Canada for at least three years. I think that, by inference, you would have to deal with that section too.

Mr. MULOCK: Is there any objection, Mr. Chairman, to moving at this time that that section be amended by substituting "ten" for "five". That is section 33, is it?

The WITNESS: Section 33.

The CHAIRMAN: We will have to keep this in mind when we are through with this report and take up the study of the statute. The second subject of our reference is the study of the statute. So No. 10 is carried as Mr. Mulock moved. No. 11 is next.

The WITNESS: No. 11 is a recommendation practically for the reinstatement of persons who have formerly been in the service and who have resigned therefrom under certain conditions. There was a clause in the Civil Service Act prior to 1919 which provided for such re-establishment. It was eliminated in the Act of 1919, and I think if it were to be given effect to now, it would require legislation to give it effect.

By Mr. Glen:

Q. Do you know what the act prior to 1919 provided for?—A. It provided for the re-establishment or re-employment of persons who had resigned. It was a very general clause. The feeling was that it had given rise to a good deal of abuse. That is, people were resigning from the service on the chance of liking another job better; and if they did not like it, they would come back again and take their former positions. The net result of the situation was that the government of the day thought it was advisable to eliminate that clause from the act.

Q. It could be subject to a good deal of abuse.—A. It might be.

The CHAIRMAN: This recommendation was sponsored by Mr. Golding. When we were preparing the final report, Mr. Golding stressed for an hour or so that we would have to pass it on account of certain cases that came to his knowledge. I would not want the committee to reject this while Mr. Golding is absent. I should like to have him here when it is decided.

The WITNESS: If I may say so, I think I might suggest an amendment of this that would meet Mr. Golding's cases, and still would not carry the idea as far as it has gone. If you would like me to do that when Mr. Golding is here, I should be glad to do so.

The CHAIRMAN: Yes. We should like to allow it to stand until Mr. Golding is present.

Mr. O'NEILL: Was not the case that Mr. Golding cited of a girl who had married and whose husband had died?

The WITNESS: Yes.

The CHAIRMAN: That is right. So we will let that stand until Mr. Golding is present. We will now go on to No. 12.

The WITNESS: No. 12 has been given effect too; that is, no change is made in standard qualifications now, except on the written request of the deputy-minister of a department, the report of the organization branch and the direct approval of the commission for the change.

The CHAIRMAN: Will somebody move that we carry this section? Moved by Mr. Mulock, seconded by Mr. Glen. Then we shall come to No. 13.

The WITNESS: No. 13 has been given effect too. Examination papers are read solely by examiners in the language in which they are written.

The CHAIRMAN: Mr. Boulanger moves that, seconded by Mr. Wermenlinger. Then we come to No. 14.

The WITNESS: No. 14 recommends the encouragement of the principle to transfer, with which the commission is in entire accord; but it wishes the committee would tell it how to put it into effect better.

The CHAIRMAN: We could not do that this morning.

The WITNESS: No, Mr. Chairman. There are difficulties in connection with it.

Mr. GLEN: Of course, we have had special cases like that of Sir Francis Floud. He himself stated that he was transferred to another department from the one in which he started.

By Mr. Pouliot:

Q. Do you not think it is much better to have boys and girls thoroughly familiar with the business of the department than it is to have boys and girls having a superficial knowledge of all the business of government?—A. Yes, I do.

Q. Therefore, would it not be better to transfer them, if possible, just within the department?—A. With the exception that it is desirable that there should be transfer within departments and between departments of certain types of employees. I think there might be closer approximation to the British system in the transfer of administrators and executives between departments.

Q. On the other hand, you know that in the British system they take employees when they are very young?—A. Yes.

Q. While here we have the returned men's preference?—A. Yes.

Q. That is a handicap, and it makes a great difference?—A. I should be glad if this committee could encourage the commission, or authorize the commission to press further towards that idea of taking young persons into the service.

Q. Of course, if a civil servant has grounds for complaint against his chief by reason of the fact that he shows certain favouritism to some other party, through which he (the civil servant) suffers, he might ask for a change. But would it then be necessary to have him changed to another department? Would not a change within the department, but under another chief, be just as good?—A. Yes; that is frequently satisfactory.

Q. On the other hand, however, there are men who cannot be changed because their services are highly technical, because they are men whose whole training has been in a special job?—A. That is true.

Q. One should also take into consideration the experience of the man in the department—which brings me to a remark which has been made before, that at the present time we have too much "universitarianism." There is too much of that. We have young men who come from the universities really to teach and not really to learn, as it was in your time. In your time you came from Queens as a young man with an open mind and ready to learn, and you probably had others over you who were ready to teach. But at the present time all the freshmen—or nearly all of them—who come from the universities, come filled with knowledge which they disperse around them, and they are a curse to the service.

[Mr. C. H. Bland.]

By Mr. Glen:

Q. With reference to section 14, I just want to say that I do not know how in the world you are going to get this carried out by rule or regulation of the department.—A. Oh, you cannot.

Q. It is more of a pious wish than anything else.—A. Exactly. I was simply agreeing with the principle and wishing that there were some way by which we could make it more effective.

Q. Is there not some way, such as by having schools in the civil service, whereby they could qualify themselves for other departments?—A. That is a question that I touched on briefly last year. I think there might be something of benefit done along that line, whereby junior employees in large departments could study and take examinations to qualify them for promotion.

Q. For a better position?—A. I think that would be a wise thing to do. As a matter of fact, we have encouraged some such examinations and some of them are at present being held in the Department of Customs. I think it would be a good thing to extend to other departments.

Q. That is the only way in which this recommendation can be carried out?—A. Yes.

Q. By the qualifications of the students being so enhanced that they are able to take other positions?—A. I think that is true.

Mr. POULIOT: I have just one more question to ask. Would it be possible to have the number of doctors in each department?

The CHAIRMAN: What kind of doctors?

Mr. POULIOT: Except medical doctors; or let the medical doctors be mentioned separately. I should like to know the number.

The WITNESS: The only place I know where I might get it,—and I will be glad to try,—would be to apply to Mr. Ronson, and see if he has that information.

By Mr. Pouliot:

Q. I should like to have that very much. I should like to know the number of doctors in the Department of Mines, the number of doctors in the Department of Labour, and the number of doctors in the Department of Agriculture.—A. But not the medical doctors?

Q. No, no. I should also like to know the number of medical doctors in the Department of Pensions and National Health.—A. All right.

Mr. GLEN: Who are the doctors?

Mr. POULIOT: I do not know. I should like to know.

The CHAIRMAN: I understand that the commission is in agreement with this recommendation No. 14, but say there are difficulties in applying it.

The WITNESS: That is so.

The CHAIRMAN: So we might maintain this recommendation just the same—moved by Mr. Wermenlinger, seconded by Mr. Boulanger.

Mr. BOULANGER: Might I ask a question here?

The CHAIRMAN: Yes.

By Mr. Boulanger:

Q. Might I ask you to tell me, Mr. Bland, what an agricultural scientist is? I notice in the estimates of the Department of Agriculture there are I do not know how many dozens of agricultural scientists.—A. I could explain that perhaps in this way—

Q. If you took a branch, for instance, you would find about a dozen agricultural scientists, and one or two stenographers to do their work.—A. That is right.

Q. I do not know what they are.—A. The old system of nomenclature in the Department of Agriculture was that almost every man had a different title—one man was an expert in this, another man was an expert in that and another man was an expert in something else. They have recently adopted the principle—which is somewhat in line with this principle of the limitation of classes—of grouping these people together and calling them agricultural scientists, junior agricultural scientists, or something of that kind, instead of giving each man an individual title.

Q. There is the agricultural scientist, the assistant agricultural scientist and the junior assistant scientist?—A. Yes. There is a multiplicity of titles; the only way in which I could tell you what they are is to tell you what jobs they do and the duties they perform.

By Mr. Pouliot:

Q. Is it not your sincere belief that the service was better when you entered it and for the ten years that followed, than it is now? Is it not your belief that there was less complication and men were more familiar with their jobs?—A. I think it was a much simpler service then. I do not think it was a better service. I think we have a better service now than we have ever had.

Q. Was it not as efficient then as it is now, compared to the times?—A. Well, there were a great many efficient people in it then, it is true; but I think the service is more efficient and is a better service now than it has ever been.

Q. Why is it more efficient?—A. Because I think it has more efficient people in it.

Q. What do you mean by an efficient civil servant?—A. By an efficient civil servant?

Q. Yes?—A. An efficient civil servant is a man who carries out his duties well, one who does a good job in whatever he is given to do.

Q. But to your knowledge there is more intrigue in the service now than there was in the first years that you were in the service?—A. Well, I see more of it now.

Q. Yes, you see more of it. You know of it. You know that in many cases there are men and women who do nothing, who go around to the ministers' rooms and to the brokers' offices while others are doing their work. You probably also know, Mr. Bland, that those who are paid the most, and who are out the most, are those that work the least. You know that?—A. I hope you do not think of me as one of those.

Q. I am not thinking of you at all in that connection. We are calling you here as a witness. But is that not so?—A. I think there is always a certain amount of that kind of thing; but to be quite frank I do not think there is nearly as much of that as there used to be.

Q. That used to be the case, in the first place, when you came into the service?—A. I think twenty or thirty years ago there was a good deal of it. I do not think there is as much now.

Q. But there is some?—A. There always will be some as long as you have human beings.

By the Chairman:

Q. No. 15 has to do with appeal boards. Would you give us that?—A. Yes. This No. 15, I think, was the reinsertion of a section that had appeared in the 1932 committee's report recommending that in cases of complaint there should be an appeal board. The difficulty about carrying out this recommendation is that it does not provide to whom this appeal board shall report, or how it shall have authority to function. The only way in which we have carried it out has been twofold. We have, as in the past, been glad to have

[Mr. C. H. Bland.]

negotiations with individual civil servants or bodies of civil servants with respect to any complaints they wanted to bring up; and in those cases we have had three-way conferences between the person complaining or the organization complaining, the department interested and the commission. The second way in which we have tried to carry it out is by setting up promotion review boards; that is, where complaints have been made about promotion, we have set up a board of review and we have found that they have been very effective.

By Mr. Glen:

Q. Since this?—A. Yes, since this. But the difficulty, if I may say so, of setting up a board of appeal in this way is that I think you must, to make it effective, provide some way in which the findings of that board may be given effect to; and that is not provided by this clause.

Q. Would not the board itself do that, where the board dismissed the complaint of the appellant?—A. I shall try to answer in this way. Suppose the board finds the claim of the appellant was justified. What does it do?

Q. Yes, the question is how to give effect to it?—A. Yes. Take, for example, the question of classification, if we have a complaint, we will say, from a certain section of the agricultural scientists which Mr. Boulanger has referred to. Suppose they think they are not getting enough money, that they complain and ask for a board of appeal. Suppose the board finds that they should be getting more money. To whom is that board to make a report, and how is that thing going to be given effect to?

Q. There is no provision for that?—A. There is no provision in the clause for that.

Q. There is no provision in the act or in the regulations at all?—A. No, there is no provision at all.

Q. Even though the board did find he was justified, he simply stands where he was.—A. Nothing would be done. They would have no legal power to do anything about it. I think the principle of inquiry is very sound.

Q. Let us take a case in which a complaint might be made. Suppose a man in a department is dissatisfied with the remuneration he is getting or the particular work he is doing, and he makes an appeal to the board. Suppose they find that he is correct in his contention. Can you not classify him in some way?—A. Yes. If the complaint comes through the commission or comes to the department, we can deal with it. The point I am making is that the power at present lies either with the department, with the commission or with advisory board or council. This clause setting up an individual and independent body does not put any power in that body to do anything other than hear complaints. If the board is going to hear complaints and then report to the proper authorities, then I think perhaps something can be done. I suggest that is what they should do.

Q. That is what they should do?—A. Yes.

By the Chairman:

Q. It should be amended by adding that this appeal board should report to the commission or to the Treasury Board?—A. To the proper authority, whatever it may be.

By Mr. Glen:

Q. It should report to whatever authority might be the proper one, yes.—A. Yes. I think it would be more effective if it were done in that way.

By Mr. Pouliot:

Q. Do you not think that No. 16 should be No. 15 and that No. 15 should be No. 16?—A. There is a good deal of truth in that. I was going to refer to

that, because the only way we could do No. 15 was in connection with No. 16—that is primary review boards.

Mr. POULIOT: If the members will permit me, I will say a word about No. 16. I said a word about it in the first place. No. 16 reads:—

Your committee recommends that ratings on efficiency and fitness, on which selections for promotion are largely based, be made by a board of three departmental officers instead of by individual departmental officers, as at present, and that a system of periodical rulings recording the efficiency of employees be established, for use in connection with promotions, salary increases and retirements. That the employee shall be advised of the result of all his ratings and shall have right to appeal such ratings to the board mentioned in the preceding recommendation.

Of course, I signed the report; but this was not at all my idea. I do not see how a man can be rated only on efficiency and fitness by a board of three, the board mentioned above in No. 15. It seems to me that the man or the woman, to defend himself or herself, should have a record, and that record should be made by the one immediately in charge of him or her. For instance, here in the House of Commons, if the stenographers were under the Civil Service Commission, the reports should be made not by the clerk of the house but by Mr. Jos. Smith, who is in charge of the stenographers and could rate them upon punctuality, in the first place; upon cleanliness, in the second place; and upon accuracy in the third place. If any member had any complaint about any stenographer, he could get in touch with Mr. Smith and could verify the whole matter. That is so with all departments. Therefore, when a man or woman complained of some injustice in the reclassification, the record would be there. The record would speak for itself, and the commission would need no board in that instance, or they might hear someone in the department, just to make things equal. But there would be the ground for promotion—the rating by the man in charge, the only one who knows. Here is someone appointed by the deputy-head of a department affected. He might be the chief immediately in charge or another one. No one knows. The man would not be protected at all. It is for the improvement of the condition of those who work well. You agree with that, do you not, Mr. Bland.

The WITNESS: Yes; I think it is a sound principle that the immediate chief should give the rating and put himself on record.

By Mr. Pouliot:

Q. And give open marks?—A. I think so.

Q. To those within the unit?—A. I was going to speak on that in connection with No. 16 as soon as it came up.

Q. The two are connected?—A. Yes, they are.

Q. They are so connected that I think we can discuss them together. There is another thing, Mr. Bland. Is it not a fact, to your knowledge, that a civil servant can do nothing, no work at all—that he can frequently do nothing in his office, or nearly nothing, and remain in his job all the time?—A. Well, I do not know any like that. If I did—at least, I should like to be told of any, if there are any such.

Q. But at the present time there is no possible check by demerit marks in the service for those who commit gross errors or who do not do their work?—

A. This would provide that very check by the responsible officer in charge.

Q. Yes, exactly; it would prevent that?—A. Yes, I think so.

Mr. POULIOT: I wonder, gentlemen, if we have passed No. 15?

The CHAIRMAN: No, no; we are on 15 and 16.

Mr. POULIOT: Both together.

[Mr. C. H. Bland.]

The CHAIRMAN: Perhaps we could let these stand until another meeting. There will probably be more members at the next meeting, those two sections are quite important, I think.

The WITNESS: I think they are very important.

By Mr. Pouliot:

Q. As it was suggested by one of the branches of the civil service association that there should be open marks by the immediate chief, will you please draft an amendment to that?—A. Yes.

Q. And will you consider it at the next meeting?—A. Yes.

Mr. POULIOT: Do you agree to that, Mr. Chairman and members of the committee?

The CHAIRMAN: That is agreeable to me. I feel like permitting those two sections to stand.

Mr. GLEN: Quite.

Mr. POULIOT: I find that they are most important for the welfare of the public service.

Mr. O'NEILL: No. 17 might stand along with No. 16.

The CHAIRMAN: Yes—appeal before confirmation of appointment.

The WITNESS: That should stand with No. 15 and No. 16.

The CHAIRMAN: Yes. So Nos. 15, 16 and 17 stand. Then we come to No. 18.

The WITNESS: This is another recommendation, like the recommendation on transfers, with which we are in entire accord but on which we should like to have the committee's help. The recommendation is that the practice of placing employees in vacant positions in an acting capacity should be discouraged. We are attempting to discourage it all the time.

The CHAIRMAN: We could carry that principle right now, if everybody is agreeable. Do you move that, Col. Mulock?

Mr. MULOCK: No, I am not moving that.

The CHAIRMAN: I think Dr. Hartigan will move that. Then we come to No. 19 which reads: "Your committee recommends that the commission investigate—".

Mr. GLEN: Before you leave No. 18, I should like to ask you how you can carry that into effect, Mr. Bland?

The CHAIRMAN: That is where the difficulty lies; and the commission is just submitting it, probably, to try to find the right method.

The WITNESS: The only way you can carry it into effect, I think, is to get the authority of the government for the principle involved, and then see that the authority is properly carried out by the department concerned.

By Mr. Glen:

Q. Is there anything to prevent it from becoming part of the rules and regulations?—A. It really needs to be more than a regulation of the commission, if you are going to make it effective.

Q. Then it has got to be an amendment to the Act?—A. It has got to be practically a Treasury Board minute or an Order in Council.

By Mr. McNiven:

Q. Would you adhere to the rule that a position remains vacant for six months after a man has retired?—A. No, I do not think it should. It does at the present time.

Q. What is the reason for that rule? I have never been able to discover one—that is, one that was sound.—A. Well, that very question was taken up in the 1932 committee; the general opinion of that committee was that it was

good business, and in the public interest, that when an officer retired his position should be immediately filled by the person who was to be promoted to it. That was the feeling of the members of the committee, and I think it is the feeling of the members of the employees' organization. The Treasury Board, however, thought that it could not give effect to it at that time on account of the question of the money involved; and at the present time I suppose it is for the same reason, probably.

Q. Then the six months' gratuity which is given to a retiring employee is the real reason for keeping the position vacant?—A. That is it.

Q. And it must, therefore, interfere with the efficiency of the office?—A. I think it does.

By the Chairman:

Q. On the other hand, when you let out a servant at 65 or 66, we must remember that for years he has been expecting he will get this gratuity, I suppose?—A. Yes. I would not suggest for a moment that he should not get his retiring allowance. He has really earned that, in a sense.

Q. And to keep down expenses they leave that position open for six months?—A. That is right. That is why this particular clause has a bearing on it, because during that six months it is almost inevitable that somebody will be put in in an acting capacity.

By Mr. Glen:

Q. Suppose you take the other point of view. There are so many non-permanent employees in the service who are acting and continue for a month or six months?—A. But the difficulty of that is that these non-permanent employees are nearly all in the lower brackets. That is the way it works out. I hope you will consider that question later, if you believe in a quota system whereby a number of employees are going to be permanent and another proportion are going to be temporary. You will find that the net result is that the temporaries are nearly all down in the lower brackets, the lower salaries, and they cannot be put in an acting capacity in the higher positions because they cannot qualify for them.

Mr. McNIVEN: I do not want to be understood as protesting against the six months' gratuity. What I should like to protest against is the inefficiency and dislocation of the service that necessarily arises when the position is left vacant for six months. I do not think any commercial firm would do that.

The CHAIRMAN: In this No. 18 we are recommending that they fill these positions as soon as possible and not leave them vacant.

Mr. HARTIGAN: The mere fact that the duties can be carried on without that man's presence for six months simply shows the overstaffing.

The CHAIRMAN: It is not done. Generally they put in the next man in line; he is acting for those six months and there is no change in expense.

Mr. HARTIGAN: At the same time it shows there is a surplus of people in the department. His work can be done with this man out for six months. It is as plain as A, B, C.

The CHAIRMAN: But when you have 40,000 or 50,000 working in an organization, you cannot get it down to perfection, I do not think.

Mr. HARTIGAN: I realize that. What I am referring to is the taking away of the head man or a man who is a key man in any organization. If that were in a large company or anything like that—a railway or an industrial concern—how many of those concerns could get along with one of their key men retiring and nobody appointed in his place for six months? They have their organization at such a stage of efficiency that they have no surplus men there to put in that place. But here, on the other hand, because it is a government organization,

[Mr. C. H. Bland.]

it is different. I am not raising any objection to it; I merely point it out to show the ridiculous side of the situation. As far as hoping to get any improvement or anything like that, I have none in the world. I have no idea that any improvement can be had to it, and I think what we ought to do—

The CHAIRMAN: Are you speaking to the chairman of the committee or the chairman of the commission?

Mr. HARTIGAN: No, sir. I have no reflection on either. I have on the chairman of the commission; I must say that. As far as this committee is concerned to-day, I think we ought to hasten over our items and line the thing up because it is merely a whitewashing. There is nothing to be gained by prolonging the proceedings. There will be nothing done until another commission is appointed, where people may rise up and do something and get some stage of efficiency to it. I make this statement, and I make it as my considered opinion after weighing the evidence that was taken here last year, and basing it only on the evidence that was taken last year. The Civil Service Commission as at present constituted—I say the members personally may be all right; I have nothing against any one of them—is inefficient, is discriminatory and has put itself in such a position that they are in disrepute. You have only to go to the people in the country from Nova Scotia to Ontario—I cannot speak from Ontario west—and get their opinions, to find out what they are thinking, what their opinion is. Cases could be brought forward, innumerable examples, if I wanted to. I could cite one case to you that would prove the inefficiency of the commission from the bottom up; and when the chairman here makes a statement that any appointment which was to be made was reviewed by the commission, that definitely fixes the responsibility for the appointment of the people who are involved. I am not saying this with any animosity towards anybody. I am saying it in the interest of the commission; I am saying it for the good of the people of Canada. As I say—and I mean it—I think that what we should do here is to get along as quickly as possible. Voluminous evidence was brought forward last year, and this is not going to camouflage the thing at all. You are not fooling the people of Canada—the great majority of them, anyway—as to what is going on in the civil service; and every day you come in here you are just showing more inefficiency all the time.

The CHAIRMAN: So you approve of section 18 of last year's report. Shall it carry?

Mr. GLEN: Mr. Hartigan is speaking for himself, because I have very contrary opinions to those he has expressed. I do say that this committee has a function to perform, which I think is very important so far as the Civil Service Commission is concerned.

The CHAIRMAN: That is the chairman's opinion too.

The WITNESS: May I say one word there, not at all about the commission—because I am quite content to leave that to the committee—but about the section under consideration. When an employee retires from a position, I would not want it to be the impression of the committee that that position is left unfilled for six months. Business could not go on that way. It has to be filled and it is filled, and it is filled by somebody; but the unfortunate thing is that the person who fills it cannot get paid for the work he is doing for six months. That is the point.

Mr. HARTIGAN: And then, although it is filled, after six months you appoint another man.

The WITNESS: Oh, no. We do not do that. The same man is usually in it.

By Mr. Pouliot:

Q. You know very well the case of Elgee of Fredericton that was brought up by Mr. Clark, one of our colleagues?—A. Yes.

Q. In that case shorthand and typewriting experience were required?—A. That is true.

Q. And, therefore, the one who was appointed by the commission to replace Elgee, who was temporary, could not take anything in shorthand and could not even write on the typewriter. Therefore, the commission had to make a new appointment afterwards; they had to have a new examination on the strength of the report of the chief examiner who said that the first appointment was all wrong.—A. That is true.

Q. And it was approved by one of the examination staff outside of the knowledge of the chief of the examination staff. In that case, the commission did much worse than the government. The government in the first place employed temporarily, on a certificate, a man who could do that work. Then the commission appointed, on the merit system basis, a man who could not do the work. You know that. You know that case.—A. I should like to add to that that the man who was in the temporary position did not pass examinations at all.

Q. He did not pass on accuracy. He was all right for the rest, but did not pass on accuracy. You know what accuracy means. They ask such questions as are asked of schoolboys at the age of ten, and which they can answer when they are ten or eleven; but when they are older they forget them. Any one of us would be embarrassed if we were asked to give the rules of grammar, although we write our language correctly. It would be most embarrassing for us to give the rules of grammar, but we can write accurately. You know that, Mr. Bland. There are questions on selling, and things like that. Who does not use the dictionary? Members of the French Academy say that they cannot write an article without having their dictionary next to them. What stenographer downstairs can do the work properly without a dictionary? You know, Mr. Bland, that many questions that are asked of the candidates are childish, and they suffer because of the childish questions that are asked of them—questions which only young children could answer when the matter is fresh in their memory.

The CHAIRMAN: Just as a closing comment, may I say that, as Mr. Glen remarked, every member is giving his own opinion. If committees of the house are not useful, we have been on the wrong track for years and years, because there have been committees sitting at every parliament. I am under the impression that they give good to the service.

Mr. GLEN: I would hope that the recommendations we made last year, and which we are now going over, will be of some benefit to the service. I do think that most of us are of the opinion that this committee is really worthwhile, that the service can be improved and that the conditions of the employees can be made better than they are today. I would say that I am going to protest very strongly against the sentiments uttered by Mr. Hartigan. I do think that this committee has a function to perform, and one of the most important functions of any part of the dominion government, in trying to improve the civil service of Canada where we are spending \$92,000,000 every year. If we can remedy the service by making it more efficient, if we can see to it that those in the service will have a degree of security,—that their lifework is there and that they can devote themselves to it,—then I think that this committee is going to do something worthwhile, and that there is plenty for us to do.

Mr. MÜLOCK: Not only for the service, but for the people as a whole.

Mr. GLEN: For the country.

Mr. POULIOT: And for the dominion government.

Mr. HARTIGAN: I shall accept the outburst that I have just heard from the hon. member. That has been the line that he has pursued ever since this committee started.

The CHAIRMAN: Order, please.

[Mr. C. H. Bland.]

Mr. HARTIGAN: He mentions that the service may be improved, and we can improve it. How are we going to improve the service when you have such an evident lack of business ability at the top of your service? That has been demonstrated, and has been demonstrated all through. Even the blind can see that. There are none so dense as those who will not see. We know that. I admit that if I came in here trying to be a nice fellow, to make myself a good fellow, certainly I could be as nice as our friend here to the Civil Service Commission upon all matters pertaining to it. But I never took that attitude. There are probably no more likeable people than Mr. Bland, and Mr. Stitt. Although I have never had the pleasure of knowing Mr. Potvin, I dare say that he is in the same category as the others. They are very nice personally—hail fellows well met and all that. But that does not take the place of efficiency, business ability or administrative ability. Do not ever forget that. The only thing we can judge by is the result of their deliberations and their work throughout the country. It is an easy thing to be nice and say you can make improvements. Personally, I admit you can make improvements. I would not bother coming in that door if I thought improvements could not be made. But more and more, every day, I see that there are barriers being thrown up, that there is to be a stagnant, static position taken by certain members of this committee. As a result of that attitude, we will never get improvements. You have to judge the commissioners of the civil service just the same as they judge those under them—by their efforts and by their work. I suppose the only way we can judge is by what we see has happened in the past. I repeat what I said before, the member for Marquette notwithstanding. I say this that you cannot get any improvement in the civil service until you make a change from the top where are the ones who are responsible. You admit, Mr. Bland, you are responsible—you and Mr. Stitt and Mr. Potvin. The responsibility is placed on you people. This is the result of your carrying out your responsibility to the people of Canada. I am not thin-skinned. I can take anything. On this subject I am speaking as frankly as I can. I could easily adopt a complacent attitude and say: Oh, yes, everything is fine.

Mr. O'NEIL: Mr. Chairman, in connection with this recommendation No. 18, it appears to me that the reason this recommendation is almost impossible of being carried out—and I believe that the recommendation would improve the service—is on account of the six months' gratuity. Now, while I am not opposed to the gratuity—I do not want people to get the idea that I am opposed to the gratuity—but is this gratuity based on a sound business principle? Here we have men who are in receipt of a good annual wage for twenty or twenty-five years and then they are going to be retired on a pension. Why should there be a gratuity? To my mind it is very unsound as a business principle. If the fact that we have a gratuity is in the way of this recommendation No. 18 then it should be most certainly removed.

The CHAIRMAN: And then you have to convince the house and the government. We make a further recommendation and state that we do not want vacant positions filled by acting officials. That is our recommendation. It seems sound that that official should replace the man after he leaves. Now, it is up to the members of the House of Commons. We have to convince the house and the government that they should replace these men immediately after the office is vacant. That is the real position.

Mr. O'NEIL: Industry does not do that.

The CHAIRMAN: Governments are not run on the same lines as industry.

Mr. O'NEIL: I see no reason why the business of this country and the government of this country should not be carried on along sound business lines. I do not think there is anything unfair or unsound in that.

The CHAIRMAN: Gentlemen, before we adjourn would you have any objection to sitting tomorrow morning so that we may get through with this report and go on with the Act.

The committee adjourned to meet Wednesday March 22, at 10.30 a.m.

APPENDIX "A"

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APPENDIX "B"

PROFESSIONAL INSTITUTE OF THE CIVIL SERVICE OF CANADA

March 1939.

MEMORANDUM ON THE REPORT OF THE 1938 COMMITTEE OF THE HOUSE OF COMMONS ON THE CIVIL SERVICE ACT

The Institute believes that recommendations numbers 1, 3, 5, 6, 7, 8, 9, 10, 12, 13, 14, 18, 19, 20, 21, 22 and 24 will, if adopted, produce beneficial results.

Recommendation number 4. This is one about which we hold no decided views. We have drawn attention to certain delays which we believed had taken place in the Secretary's office but we understand that there is not likely to be undue delay in future.

It is the belief of the Institute that the remaining recommendations viz., numbers, 2, 11, 15, 16, 17, 23 and 25 might with advantage be made even more effective.

Number 2. It is considered that this might be extended to include the idea that no recommendation at all on behalf of a competitor shall be made by any person whether relative or not. There is also the question of "Private and confidential" recommendations, whether written or oral. It is not mentioned what is to happen if recommendations do happen to be made but if the competitor is to be penalized thereby it would seem to open up a way to unscrupulous persons of putting such competitor out of the running. In passing, the comparisons might be made that as the recommendation now stands a non-civil servant may recommend his relatives while a civil servant may not; that a civil servant may recommend a friend's relatives but may not recommend his own. The rest of recommendation number 2 should be strictly enforced.

Number 11. It may be that this recommendation has been misunderstood. It does appear that a re-appointment or appointment without competition under its terms might block a merited promotion. If the element of competition, without throwing it wide open, were introduced the desired end could be attained, without penalizing the employee who has given efficient, continuous service.

Number 15. The Institute is decidedly in favour of an Appeal Board, set up as indicated in this recommendation, but is anxious to have it made clear as to which of the three parties requests the holding of the Board, also to whom the eventual findings are to be reported and what action is to be taken, as a result, in both successful and unsuccessful appeals. The question of safeguarding the appellant seems important to civil servants, otherwise they may be reluctant to appeal. Frivolous appeals should be discouraged.

Number 16. The Institute is very willing to see the Rating Boards established. If consisting, in each department, of three departmental officers there could arise the difficulty that each of these officers would possess a personal, or at least a first-hand, knowledge of the work and ability of certain employees, which knowledge they would not possess of the remainder of the employees. This might make the work of the rating officer quite a burden. The Institute believes this point has been considered by the Parliamentary Committee but does not know how it has been taken into account.

The Institute also calls attention to recommendations numbers 7 and 8 of the Parliamentary Committee's report and would submit the idea that, since investigators will not sit on examining boards their reports would probably be valuable in establishing satisfactory impartial ratings.

Number 17. Recommendation is favoured but the Institute would suggest that in cases where a promotion is held up pending investigation upon appeal, the appointment when made should be confirmed from the date the report of the promotion board is first approved rather than from the date of the conclusion of the investigation on appeal. It is essential to the proper working of this recommendation that unsuccessful candidates be notified forthwith, at the beginning of the fourteen days. It is often the present practice to state that the unsuccessful candidates will not be formally notified that they have been unsuccessful.

Number 23. The Institute believes in compulsory retirement at age 65 but has no information as to the desirability of reducing this age to 60 for female employees. To the Parliamentary Committee on the *Superannuation Act* the Institute has suggested that voluntary retirement should be arranged for both sexes, at age 60 and in so recommending was guided by exactly the same considerations as are set out in the second paragraph of the recommendation.

Number 25. The Institute heartily endorses the recommendation but would like to see the long term temporaries now in the civil service made permanent also.

Supplementary Notes

Reverting to recommendation number 16, a perusal of the evidence given before the Parliamentary Committee last year would indicate that our proposal for a Permanent National Civil Service Council became confused with a Board of Appeal. The Institute never had in mind that such a Council would have any concern with individual appeals or grievances. The principles are as set out in article number 2 of the Institute's printed brief, viz., ".... to consider and advise the Government upon matters of mutual concern to the Government and civil servants in their respective capacities as employer and employees; also, as to the establishing of any other consultative and advisory machinery that may be required."

Such questions as leave regulations, mentioned in the Institute's printed brief, article number 5, and removal expenses would be typical questions which such a Council would report upon.

If opportunity offers the questions of Private Secretaries, removal expenses, Section 47 of the Civil Service Act and the implementation of the Beatty Report may be discussed.

SESSION 1939

HOUSE OF COMMONS

CA1 XC2

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SPECIAL COMMITTEE

ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2



WEDNESDAY, MARCH 22, 1939

Witness:

Mr. C. H. Bland, Chairman, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1939

MINUTES OF PROCEEDINGS

WEDNESDAY, March 22, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 10.30 a.m., Mr. Fournier, the Chairman, presided.

Members present: Messrs. Boulanger, Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Glen, Golding, Jean, Lennard, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, O'Neil, Pouliot, Tomlinson, Wermenlinger.—17.

Mr. C. H. Bland, Chairman of the Civil Service Commission, was recalled and further examined.

The Committee continued consideration of the recommendations of the 1938 Committee:—

No. 19. On motion of Mr. Glen, adopted;

No. 20. On motion of Mr. Jean, amended to read "be classified in each file," adopted as amended;

No. 21. On motion of Mr. Glen, adopted;

No. 22. On motion of Mr. Pouliot, adopted;

No. 23. Mr. Pouliot moved that this recommendation be adopted; Mr. Glen moved in amendment thereto that it stand over; The question being put on the proposed amendment, it was resolved in the negative, Yeas, 4; Nays, 7.

Mr. Cleaver suggested that the Committee did not have the power to make this recommendation, and asked for a ruling. The Chairman ruled the recommendation in order.

At the request of the Chairman, and with the permission of the Committee, the motion stood over.

No. 24. On motion of Mr. Tomlinson, adopted;

No. 25. On motion of Mr. Tomlinson, this was amended to include the long-term-temporaries of all departments of government. Adopted as amended.

Mr. Bland was asked to submit a list of the above mentioned long-term temporaries.

No. 11. Was further discussed, and on motion of Mr. Mulock was allowed to stand.

On motion of Mr. Glen, it was resolved that recommendations Nos. 5, 11, 15, 16, 17 and 23 be submitted to the sub-committee for consideration and report.

Mr. Bland was requested to report on Nos. 15, 16 and 17 to the sub-committee.

The sub-committee was asked to meet on Friday, at 11 o'clock, a.m.

The witness retired.

On motion of Mr. Wermenlinger, the Committee adjourned to meet again Tuesday, March 28, at 10.30 o'clock, a.m.

J. P. DOYLE,

Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS; ROOM 268,

March 22, 1939.

The Special Committee appointed to inquire into the operations of the Civil Service Act met at 10.30 a.m. The Chairman, Mr. A. Fournier, presided.

The CHAIRMAN: Gentlemen, we are ready to proceed. Shall we ask Mr. Bland to go on with the explanations concerning the rest of the sections. We stopped at section 19 yesterday. Mr. Bland will you carry on with your evidence?

C. H. BLAND, Chairman, Civil Service Commission, recalled.

The CHAIRMAN: I will ask Mr. Bland to tell us what took place since the sittings of the last committee concerning recommendation No. 19.

The WITNESS: This recommendation is that the commission investigate the feasibility of more extensive and adequate advertising of competitions by press and radio. We have done our best to carry this out. Within our funds, we have extended our press advertising considerably and we have also made some moves and are taking them up further with the idea of extending still further our advertising in the newspapers in other than paid columns. We believe that some of the competitions, particularly the local competitions, would be of interest locally as news as well as paid advertising. We have also taken up with the radio corporation the question of securing some time on the air from them, and I think we will succeed in getting advertising from them as well.

By Mr. Pouliot:

Q. Do you not think that it will be just as well not to make any exaggeration in the advertisements after a position is opened, and to see that there is no leak before the position is opened?—A. Yes, I agree with you.

Q. Because very often a fellow who is coveting a position receives word from a friend in the service that there will be an open position or the possibility of a position being opened in a certain branch, and it is just on account of the fact that the fellow is warned that there is an opening of some kind that qualifications are drafted to suit that particular individual who has friends in the service.—A. We are making every effort to meet that particular danger. That was brought out at the meetings of the last committee, and we are making every effort to cope with it.

Q. You understand there is something in it?—A. Yes.

By Mr. Glen:

Q. You spoke last year on the question of advertising of positions that are likely to be vacant throughout the year, the reason being that if people throughout the country knew that openings were likely to occur in the civil service for certain positions and the positions were advertised some time before the examination was held that they then might be preparing themselves for that in other parts of the country?—A. I think that is a good idea. That applies to the general examination for stenographers and clerks and large numbers of positions in other classes. We have been doing that. We have been doing that more often. We did it recently in connection with agricultural positions. We issued an advertisement months ago pointing out the various types of

positions that might become vacant during the summer in connection with agricultural work and anyone interested could apply and be considered for those positions as they arose. I think it should be extended to cover clerical and stenographic positions.

Q. And does the advertisement of those positions take place in the newspapers?—A. We do not advertise the stenographers' positions in the newspapers for two reasons; because we find we get thousands of applicants without it and, secondly, because it would cost a good deal of money to advertise in every town throughout Canada.

Q. Would it be possible to instruct the universities?—A. We do that now.

Q. Telling them of these positions that are likely to be vacant so that students could prepare themselves?—A. I would be glad if we could have some comment from the committee on the point I have mentioned of endeavouring to get reading matter into the papers with regard to examinations. Does the committee think that would be desirable? We extend our funds to the fullest extent in getting advertising.

By Mr. Tomlinson:

Q. What do you mean?—A. In your constituency if a position is vacant it is of interest to the people there to read of it in the local newspapers. Would it not be desirable to have it in the local newspapers?

Q. Yes.

By Mr. Marshall:

Q. As chairman of the commission, would it be possible for you to submit to this committee written recommendations?—A. Yes, I will be glad to do that.

By Mr. Tomlinson:

Q. In connection with stenographers, do you say you do not advertise in the newspapers?—A. For the small ones but not for the dominion-wide ones.

Q. Say you require stenographers for a department here in Ottawa, where do you advertise for those stenographers?—A. We issue an advertisement, we publish posters in all the cities and towns throughout Canada, but we do not use the daily press. We had last time a good many thousand—I forget the exact number—six or seven thousand applicants, and that was quite sufficient, and they came from all over Canada. As a matter of fact, might I point out what should be of interest to the committee, that a very large proportion of the appointees to stenographic and clerical positions come from outside of Ottawa.

By Mr. Pouliot:

Q. Do you not think there should be a distinction in advertisements because, of course, there are some positions which require particular skill but they are few in number compared with the others?—A. Yes.

Q. And to improve the service you have to find the very best men.—A. That is right.

Q. —or women in Canada to fill those particular jobs; and, therefore, the scope of the advertisements should be larger for those technical positions?—A. True.

Q. They are few in number, but when it comes to local positions, would it not be better to have zones for advertising them?—A. I think that is desirable.

Q. For two reasons, Mr. Bland: in the first place, to reduce the number of competitors and, therefore, to reduce the number of those who would be disappointed if they did not secure the job and, secondly, to save travelling expenses for those who receive minor pay in the service?—A. I think that is good business.

[Mr. C. H. Bland.]

Q. And, therefore, advertising of positions should be considered according to the positions that are held?—A. I quite agree with you.

Q. There is another thing. If you reduce the classes or classifications to six, eight or ten or even twelve, would it not be possible to have examinations at fixed dates, either once or twice a year, for all those positions?—A. I think the only way we can do that, Mr. Pouliot, is by obtaining from the departments beforehand indications of what they are going to need within the next six months or any period. That is the way it is done in Great Britain. I think that is the way it should be done here if we can get it done. We used to do it before the war. We had the examinations advertised twice a year for positions that would become vacant in the ensuing six months. At the present time that is not done because of the difficulty in securing from the departments advice as to what they would need in the next six months.

Q. On the other hand, I draw attention to the fact that Britain is a small country when compared with Canada and they have much better travelling facilities, and it is less costly to come from the north of Scotland to Southampton than it is to come from Vancouver to Halifax.—A. That is another reason why it is difficult. I agree.

By Mr. Glen:

Q. I know that your expenditures are limited, but would it not be possible for the newspapers, as a matter of news, rather than as a matter of advertisement, to carry a column, as in the old country papers, of every civil service examination likely to be held?—A. That is a good idea. I would be glad if you would amend your statement to say rather than instead of advertising, in addition to advertising. I do not think it would be fair to expect the papers to carry news without advertisements. We should keep on advertising to the full extent of our funds.

The CHAIRMAN: You would amend this recommendation 19 by adding—

The WITNESS: I think it is a good recommendation, the way it is.

Mr. GOLDING: Mr. Chairman, I think in all these recommendations there is one thing it is well for us to keep in mind, and that is cost. The cost of administering the departments is getting larger and larger all the time. Now, we have to guard against that if we possibly can. The taxpayers of this country are in a difficult position right now. Consider the farmers. They are having a tough time. And I think we ought to keep that in mind in any recommendations we have to make.

Mr. POULIOT: With regard to that may I say that it is all very well to advertise positions, but what we need in this country is peace in every home, and it is very dangerous to show young boys and girls positions that they will never get on account of the military preference. Last year it was the intention of some members of the committee to fix an age limit for minor positions, grades 1 and 2, and it was objected to on account of the military preference. Now, Mr. Bland, you know very well that throughout the country young men are anxious to get a job for their own support. Even when they are living at home they feel embarrassed when they have not got any money which they have earned themselves, and they are anxious to do something when they get out of school. Under the present system with the present military preference it is impossible for young men, except when there is an age limit, to secure any job because of the military preference, and therefore—

The CHAIRMAN: Mr. Pouliot, this recommendation does not extend to that. Let us just take the advertising part and see if we can adopt it.

Mr. POULIOT: Yes, but I wish to warn the committee about this. I find it most dangerous to advertise to young men, to let them see these advertisements of positions that they will never get on account of the military prefer-

ence. They are angry enough now at having nothing, and they will be more disappointed if something is offered to them that they will not get. There is that case of Tantalus who suffered greatly from thirst in the old days. Although he had a bucket of water in front of him he could not drink it. And that will be the position of young men if positions are advertised like this.

By Mr. Pouliot:

Q. Mr. Bland, is it not to your knowledge that in Montreal and Toronto only the returned men have a right to apply for positions as mail clerks? The others are set aside; they will not get the job because of the military preference?—A. It is a problem that is being dealt with and is being considered. I would not like it to be felt that all positions were of necessity under the present law for the returned soldiers, because they are not. The junior clerical positions, as a matter of practical results, are in the great majority of cases filled by young men at the present time; but it is also true, as Mr. Pouliot points out, that practically all the postal positions—letter carriers and mail porters—in the larger cities are filled by returned men.

Q. And did not the commission receive a lot of complaints from young men who had better marks than the returned men and who did not secure positions on account of the military preference?—A. Yes. That is a matter of complaint.

Q. Now, last year did you not state here that on account of the military preference the standard of the service was lower than it was before?—A. No. I do not think I stated that.

Q. Mr. Bland, you did not state that, but you corrected the hansard of the committee, and when I asked you the question you answered exactly as you do now. You said no. But afterwards you changed the copy, and it was after that that I asked the committee to adopt a rule so that there would be no change in the evidence. You must remember that.—A. I do not remember exactly what took place.

Q. If you do not remember that, I will have the copy from Mr. Doyle. This is a most important question. Mr. Bland, I want you to give the committee—I want to be fair to you—but I do not want you to hide anything, to tell us the plain truth. In this case I asked you—it is a most serious question—I asked you if the standard of the civil service had been lowered on account of the military preference, because returned men were entitled to preference even when they had the minimum of marks, and you said that the service—it has not lowered the service. What you say now is true, you said that; but after having thought of that you went into the clerk's office or somewhere else and corrected the hansard. Moreover, Mr. MacNeil asked me why I had made that change, and I took him into the corner and I showed him that copy that you had changed, in your own handwriting. Now, Mr. Chairman, I am asking this question: do we have the same procedure this year as we had last year? Is any person allowed to change an answer?

The CHAIRMAN: No. I do not believe we will depart from that this year. However, this comes to my mind, that we are on recommendation No. 19 which reads:—

Your committee recommends that the commission investigate the feasibility of more extensive and adequate advertising of competitions by press and radio.

We have to decide whether we favour this recommendation this year. If we do, I would not like the members to discuss other recommendations or other parts right now.

[Mr. C. H. Bland.]

Mr. CLEAVER: Mr. Chairman, I agree with you, but on two other occasions Mr. Bland endeavoured to make a statement in reply to what Mr. Pouliot has said, and I do think that he should be accorded that courtesy right now.

The CHAIRMAN: Yes, Mr. Cleaver. Mr. Bland will be here as long as he wishes and he will be allowed to say anything he likes. However, I have asked this committee if they will co-operate by going over last year's report, and now we are on one specific item. Why should we start talking about military preference at this moment; that matter will come up later?

Mr. MACNEIL: I agree fully, but Mr. Pouliot has made a statement, and this matter will be reported in the press, and I think the record should be kept clear on this point. I have a distinct recollection of addressing a question to Mr. Bland last year asking whether the efficiency of the service had been impaired in any degree by reason of the military preference, and I would not like the impression to be publicly reported that there has been any lowering of efficiency by reason of the preference.

The CHAIRMAN: I believe you are right. However, from now on, if the committee wants to help me along, we will take this up item by item, and I shall be sorry if I have to interrupt anybody in order to keep him to the matter before us. Now, Mr. Bland, I have no objection if you answer Mr. Pouliot. I will simply ask the members of the committee to restrain themselves after this.

Mr. POULIOT: On a question of privilege, I would like Mr. Bland to say anything he has on that point, just to be fair. Very often in the house we hear that the Civil Service Commission are not present when we have something to say. Mr. Bland is here and he can say what he has to say in answer to that.

The WITNESS: Mr. Chairman, I thank you very much. My answer will be short. I would like to say this: it has been my endeavour—it is, it has been and it will be—to give this committee the fullest possible information in the frankest manner I can. I do find it difficult to answer by yes or no a general statement without explaining the various facts in connection with it. That is what I would like to do in this particular case. I would not like to say that the service has deteriorated in efficiency because of the returned soldier preference; but there are facts on both sides which I would like to bring forward. It is true that as a result of certain examinations candidates with lower marks have been appointed because they had the returned soldier preference. In that case that might give the impression that a less efficient individual had been appointed, but they were qualified. On the other hand, the commission has constantly taken this stand—and I am glad to say it has taken it with the co-operation of the returned soldiers organizations—it has constantly demanded that before a man was appointed he should be fully qualified for the work, and if he is not qualified even a returned soldier should have no preference. In the second place, the commission has on many occasions raised what might be called the minimum requirements so as to satisfy itself and the department that no merely mediocre man was being appointed, but a man fully qualified to do the work. In addition to that—this may be an intangible item—but it should not be thrown aside—I think returned soldiers generally speaking are possessed of some qualities that merit consideration in their appointment to the service, and while those facts, as I have given them—while there is an argument on both sides—I would not be prepared to say that the service has deteriorated or has been lowered in efficiency because of the administration of the returned soldier preference.

Mr. GLEN: Mr. Chairman, Mr. Bland made the suggestion that he found some difficulty in getting the departments to intimate to the commission the positions that are likely to be vacant in a subsequent period. I suggest that we adopt this No. 19, but that later we may amend it by some recommendation along the lines suggested by Mr. Bland.

Mr. TOMLINSON: I would like to hear one of the departmental heads first.

The CHAIRMAN: We can adopt this suggestion to extend the advertising for positions, and later on we can take up some other recommendation.

Mr. GLEN: I move the adoption of this section.

Mr. TOMLINSON: I second it.

Mr. O'NEIL: I would like to ask a question on No. 19. I do not want this matter to go by and be told afterwards that I am out of order. If I can ask questions I would like to do so. Otherwise I am quite prepared to sit down.

The CHAIRMAN: No, you are welcome to ask any question you wish.

Mr. O'NEIL: I do know, and I think Mr. Bland will bear me out in this, that when positions are advertised there are a certain number of leaks that take place from the departments themselves or through the civil service, and then there starts a certain amount of jockeying to fill those positions. Mr. Bland knows the case I refer to where untruths will be told to the member—the member will be given misleading and wrong information in a lot of cases, and then you will have somebody taken into the service or moved to some place where they should not be, and that causes a lot of trouble to the civil service commissioners themselves and to the members and sometimes injustice is done to the people, to the member and to the commission.

Now, when instances like that do occur, what does the commission do with regard to those people who are responsible for that? I refer to the people who are responsible for the leaks and are responsible for the jockeying that takes place to fill positions within the civil service. What is to be done with those people? If we just allow them to be whitewashed and passed over and never given any reprimand, you are always going to have those things taking place, but if those civil servants knew that there was a very severe reprimand for doing that sort of thing I think it would go a long way towards stopping it.

The WITNESS: In the case to which Mr. O'Neil makes reference—I presume, Mr. O'Neil does not desire to give the particular names—

Mr. O'NEIL: I do not think it would do any good. I have no objection.

The WITNESS: This is a case where an apparent injustice occurred. I think Mr. O'Neil wishes to make it clear that it did not occur through the commission but through outside sources.

Mr. O'NEIL: Yes.

The WITNESS: When the commission was advised of it the first step they took was to remedy the injustice. I think Mr. O'Neil will agree with that.

Mr. O'NEIL: Yes.

The WITNESS: The second step was to advise the deputy minister of the department of what had taken place and ask him to see that it did not take place in the future.

Mr. TOMLINSON: That is as far as you can go.

The WITNESS: It was.

Mr. TOMLINSON: What can you do in reprimanding the civil servants?

The WITNESS: We cannot reprimand them. We can bring the facts to the attention of the department concerned and ask the department to see that it does not take place again.

Mr. MACNEIL: Have you given consideration to the method of advertising in isolated communities such as are in British Columbia. We have in the province of British Columbia some company towns, and frequently the posting of an advertisement in the post office is insufficient. Sometimes the advertisement is not even put in a post office where the facilities are adequate. It might be practicable to post the advertisement on an official bulletin board of the company so that the employees can see it on their way to work. It

[Mr. C. H. Bland.]

might be advisable to post it in the library or in the community store. Sometimes these advertisements are overlooked and there is little information about the position.

The WITNESS: We are glad to have that information, because it is our desire to advertise as widely as we can. We do advertise now in the post offices and in the libraries or in any public meeting house, such as a lodge meeting house or any other meeting house. We would be glad to include the store. We have been including in other parts of the country and particularly in the province of Quebec other public meeting houses where desirable publicity could be given.

Mr. TOMLINSON: The only objection I have to present advertising—for instance a grade 1 or grade 2 position for stenographers and lower clerks—in regard to the London district, apparently there is not an opportunity for anyone, for instance, in my riding to step in over probably somebody in London. That is a point over which you and Colonel Mulock had an argument. There is a difficulty there.

By Mr. Clark:

Q. I would like to ask with respect to advertising of positions if it is often the case that the qualifications stated in advertisements are not adhered to in the examinations? That is, where a position is advertised, a particular position, and the qualifications required are set out in the advertisement, and then the examinations are held and certain subjects are not taken into account in the examination?—A. That would be very seldom, and if it occurred it would be a mistake.

Q. It did occur.—A. And it was a mistake.

Q. And the party was notified he was given the position and he had not the qualifications.—A. If it occurred it was a mistake, and mistakes do occur occasionally, but not often.

Q. That is not usual?—A. Quite unusual.

The CHAIRMAN: Shall No. 19 carry?

(Carried)

The CHAIRMAN: No. 20. This was a recommendation by the committee of 1932 and was repeated in last year's report. Would Mr. Bland tell us if action has been taken concerning this item.

The WITNESS: We have a difficulty in this case which I would like to report to the committee. Our files—we have about 250,000 files and they are increasing all the time—our files might be divided into two classes, the dead files about which there is no difficulty in numbering and the live files that are constantly changing. John Jones is appointed to a position as a junior clerk, and a year later he is promoted to another position as clerk grade 2. His papers are removed from the first file of the position he held to the next position. If he changes again they are moved again; if he is transferred they are moved again. In other words, they follow the individual. You can see that in all these cases the files do not remain static. They do not remain in the condition in which they first were; they are live files. In this case it would be impossible to maintain a standard system of papers numbered as they were on the first file, because the numbers would not be the same in the first, second, third and fourth instance. It would not work in that case.

By Mr. Pouliot:

Q. Let us be serious. You take the case of Jones, but that is simply the first case. Take the case of Mr. Daly who was first a messenger in the Civil Service Commission and who is now chief examiner?—A. Chief clerk in the examination branch.

Q. In the first place he was rated a messenger. At that time the rating was different, but he is the same man. He entered the service on such a date, and it goes on, and it is a story of his accomplishments in the service, both for the state and for himself. Well, now, it is very easy to follow that. The first paper, when he got in there as a messenger, is page 1, and it goes on until he is chief clerk, as you say, of the examination branch, and if he had gone into another department it would be the same file that would be there?—A. No, it would be a different file; that is the difficulty.

Q. You could refer to that file and it would save you a lot of trouble. You have the history of the man in the Civil Service Commission?—A. Yes.

Q. You have the history of all those who are under the Civil Service Commission?—A. That is true.

Q. It may be technically two files if a man is transferred to another department, but in reality it is the same file. It is the file for the same man with various changes in the service and, therefore, it can be paginated from 1 to 200?—A. My point, Mr. Pouliot, is that the pagination will be materially changed when he is moved to another file and we will not have a system that you can understand at all if we do that. We are willing to do anything you want, but it will not be clear.

Q. It will be clear because every paper will be in place. Members of Parliament are requested for various things from their electors; some want positions in the service, and it is on file. It is very easy to number the pages according to the date of the paper.—A. It would be very easy to number the files once they are completed or static, but it is not easy to number them while they are in the process of being accumulated.

Q. When a man is transferred from one department to another he is supposed to have ceased in the previous department?—A. Yes.

Q. And his history in the previous department is past, and the file is only for the occupation he has now, and every man who gets a promotion in the service is supposed to have a living file?—A. Surely.

Q. That is a thing that can be done without splitting hairs.—A. If there is any way in which we can make the file clearer we would like to do it, but we think the system we have now is about as clear a system for the intricate system of civil service returns as we can get. We used to have a system of filing examination papers and documents and candidate's papers and documents together, but the files grew to be so large and confused it was difficult to follow them; and consequently we divided them into documents relating to an examination on the one hand and documents relating to each individual candidate on the other. We think that is a clearer system. We are only too glad to work this out.

Mr. TOMLINSON: It is impossible for a committee to set out the way documents should be filed in a certain institution.

By Mr. Jean:

Q. Are all the files of a man in the same file?—A. All except his examination papers and documents of that kind.

Q. If he has been in two positions, we can find that in one file?—A. That is true.

The CHAIRMAN: It is only the examination papers that are not comprised in this personal file.

The WITNESS: Examination papers and the correspondence with the examiners and supervisors and that kind of thing.

The CHAIRMAN: Do the members wish us to drop this recommendation?

Mr. TOMLINSON: No. I think it should be kept.

[Mr. C. H. Bland.]

The WITNESS: If you wish us to carry it out with completed files and keep it in order we would like to do it, but we are pointing out that it must be for some reason.

By Mr. O'Neil:

Q. When a man goes into a department and is hired as a clerk and gets promoted to another department, would it not be possible if you leave the first five or six papers in the first file—would it not be possible to have a notation?—A. That is done now.

Q. A notation that those papers are in such a file?—A. That cross-reference is made.

Q. The papers beginning 6, 7, 8, 9 or 10, are filed under so and so, and have a notation where you will find them on the first page?—A. That is done. But if you take papers 5, 6, 7, 8, 9 and 10 off this one file there are numbers 5, 6, 7, 8, 9 and 10 on the file to which they go. They take other numbers.

Mr. GLEN: The reference is made?

The WITNESS: Yes, the reference is made.

Mr. POULIOT: It was done on the speaker's order last year by the clerk's staff and it was well done. I know there was not a single piece of paper missing from all the files, and the reason was just to set an example to the Civil Service Commission and it was done on the instructions of the speaker to the clerk, and the clerk's office has done that well and set an example. That example is not followed by the commission.

The CHAIRMAN: Do you agree that we keep this recommendation of this year's report?

Mr. O'NEIL: I move we do.

Mr. CLARK: I second it.

(Carried.)

Mr. JEAN: What do you think of changing the words "consecutively numbered in each file" to the words "be classified"?

The CHAIRMAN: "Your committee regrets that the recommendation of the Civil Service Committee of 1932 'that all papers, documents, etc., placed on the files of the commission be consecutively numbered in each file . . .'"

Mr. JEAN: "Be classified" and so on.

The CHAIRMAN: Would you take this as an amendment instead of "consecutively numbered in each file"? Is there any objection to this amendment to No. 20?

(Carried.)

The CHAIRMAN: No. 21. This is an amendment to section 21 of the Civil Service Act replacing only a few words "subject to the approval of the head of the department."

The WITNESS: This is an amendment to the Act and, of course, requires legislation. I have no objection to offer to it.

Mr. JEAN: What is meant by "head of the department"?

The CHAIRMAN: The words "subject to the approval of the head of the department" used to be "subject to the approval of the deputy head of the department."

Mr. CLARK: Does a vacancy mean a position that has not yet been filled by the Civil Service Commission

The CHAIRMAN: There is a vacancy, but there is no eligible list from which to appoint a man to this vacancy, but it is urgent that somebody be placed there for the time being. The commisison does this. It goes on doing it. Before the temporary appointment is made it needs the approval of the head of the department.

Mr. CLARK: A man may be in a position for four or five years and the position is still vacant?

The CHAIRMAN: We make no change except to ask the approval of the minister instead of the deputy minister.

Mr. McNIVEN: I am wondering if you should not go further than that. Why should they wait until the vacancy occurs; the commission knows that the man is about to retire.

The CHAIRMAN: They do not know that he is going to die.

Mr. McNIVEN: No, but they know he is going to retire on a certain date.

The CHAIRMAN: This is not a case similar to the one you have in mind, Mr. McNiven. When they know a man is going to retire they generally appoint an acting party to replace this man. This is a case where a vacancy occurs and the commission is not prepared by previous examinations or lists to appoint a man, but they do have the right to appoint a man subject to the approval of the head of the department, the minister, and this recommendation was that it should be the head of the department instead of the deputy head.

The WITNESS: Perhaps I should point out—I said I did not see much difficulty—there is a provision in the regulations at present, but I do not think it is strong enough.

The CHAIRMAN: No. Shall No. 21 carry?

Mr. CLEAVER: Under this section there is a little matter I would like to call to the attention of the committee which appears to be in order now. In regard to post offices, I have had one or two rather glaring examples called to my attention of apparent injustices where the assistant postmaster is not an ex-service man and has been in the service of the post office for years. The postmaster died. Then this assistant postmaster who has really been carrying the brunt of the responsibility for many years is not qualified to enter the competition because he is not an ex-service man. Now, it does seem to me that that question should receive the attention of the committee and if possible, without doing any injustice to ex-service men, we should amend the section sufficiently to permit of the exercise of discretion on the part of the commission or on the part of the Post Office Department under such circumstances.

Mr. TOMLINSON: I do not think that case comes under this.

The CHAIRMAN: This amendment would cover a case like that, because generally when a postmaster dies the Civil Service Commission has not ready a list to replace him immediately; they have to proceed to further examination.

The WITNESS: That is right.

The CHAIRMAN: They have to proceed to advertise for a new postmaster. All candidates apply, and during the interim this section provides that the commission may appoint in a temporary capacity another party who is not on the eligible list, subject to the approval of the head of the department.

Mr. CLEAVER: Would you rather not discuss the point which I raised under this recommendation? If you would indicate what section you would rather discuss it under I shall be content to wait, but in looking over the list of recommendations of last year I cannot see a section where it would better fit in, and that is why I am bringing it up now.

[Mr. C. H. Bland.]

The CHAIRMAN: Last year, while Mr. Bland was being heard before the committee, he mentioned the case of an assistant postmaster who had been on duty for years and years and at a certain time was eliminated on account of military preference and other reasons, and he thought we should make a recommendation to the government so that these people would have a chance to replace the postmaster.

Mr. TOMLINSON: That would be a new section.

The CHAIRMAN: That would be something new. It was studied last year, but we came to no definite decision when we made this report. I believe that after we have gone over these recommendations we could study that and ask Mr. Bland for his opinion.

Mr. CLEAVER: I will wait until then.

The CHAIRMAN: If there is no objection to No. 21 we will pass on to No. 22.

Mr. POULIOT: No. 22 has been adopted, and I cannot see why we should discuss it again. There was a lengthy discussion and Mr. MacNeil and Mr. Green took an active part in the discussion and it was drafted on their own suggestion; and therefore, if the committee agrees I would move for the adoption.

The CHAIRMAN: If there is no objection, No. 22 will carry.

Mr. GLEN: The difficult point with regard to 22 is how we are going to carry it into effect. We make the suggestion. The committee is of the opinion,—

Mr. POULIOT: There should be an amendment to the Act. If the report is adopted by the house there will be a change in the legislation. The Civil Service Commission has nothing to do with that; it is for parliament to decide.

The CHAIRMAN: No. 23. This has to do with limiting the age of service to 65. It was recommended last year that civil servants be retired at sixty-five years of age.

Mr. POULIOT: I am strongly in favour of that. Last year the fact was on my mind that the committee meant nothing to youth. There are hundreds of thousands of young men throughout the country who did not get anything from the Civil Service Commission last year except the superannuation of old employees. Now, sir, I drew the attention of the committee last year to the reason why young men are not assisted now as they were before by their chiefs: it is because their chiefs want to be considered as indispensable men, men who are so efficient, so good, that the department would not be able to operate without their assistance. This is all wrong. There should be general rules in the service. There should be no favouritism. I do not see why one man is superannuated at sixty-five when the other fellow next to him gets leave to stay in the service longer. I am strongly opposed to that. When a man reaches sixty-five he should get his superannuation right away, and without a bonus, as Mr. O'Neil said yesterday. It is my humble contention, and I submit it to the other members of the committee, that if you want to do something for youth you must have superannuation carried out without exception.

Of course, it is only the Civil Service Act that has been referred to us; but I do not know of any man on earth who is indispensable. Kings die and they are replaced at once—even members of parliament—they are replaced by other men. Some stay a little longer than others. Very learned judges die and are replaced by better or worse men, but they are replaced. I cannot see, sir, why we do not insist on that and make our strongest recommendation to appeal to youth and show them that at least we have done a small thing for them. Otherwise, they will say that we have done nothing if this is not put into effect.

Mr. TOMLINSON: What has the chairman to say on that point?

The CHAIRMAN: I may say that some members believe that this matter falls under the Superannuation Act, and that it should be dealt with in the superannuation committee rather than here, because we have no section, I believe, of the statute dealing with the age of retirement of civil servants.

Mr. CLEAVER: Mr. Chairman, before this recommendation is adopted this year I do think that the matter should be carefully studied and should be fully discussed. If we approach this problem purely from the standpoint of the man who wants to enter the service then, of course, the recommendation should be a very popular one; but if, on the other hand, we approach the problem from the standpoint of good government I think it is seriously open to question. If we look around in the different professions in Canada to-day we will see that many of our most eminent professional men, surgeons, counsel and the like, as well as members of parliament, make, perhaps, their most important contribution to the welfare of the country after they reach the age of sixty-five. Now, if our recommendation were restricted to the junior positions I think I could support it 100 per cent, but if we are going to make it apply to the entire service so as to superannuate a man at an age in life when he is in his prime, when his experience would be of great benefit to the country, then I think the matter is wrong. In the House of Commons to-day we have many members over the age of sixty-five who are making a very important contribution—

Mr. TOMLINSON: We have no superannuation.

Mr. CLEAVER: But we allow our county court judges to continue their work until they are seventy-five, and during that period from sixty-five to seventy-five I do not think many members of the profession would seriously question my statement when I say that they are in their prime so far as their judicial service to Canada is concerned.

Now, getting down to concrete cases, I think every member of this committee was very much impressed with the evidence given to it last year by Sir Francis Floud. While I do not know his age, I am quite sure that I am safe in saying that he would not have been here to give that evidence to us had he been superannuated at sixty-five years of age.

Mr. POULIOT: Well, with regard to that, I said last year that the evidence of Sir Francis Floud, although most interesting, had to be taken with a grain of salt. To understand it well, one should also read "The New Despotism" by Lord Hewart, Chief Justice of England, wherein he speaks of bureaucracy in England. Sir Francis Floud was in the civil service himself and had to defend the service just as anyone in Ottawa who is in the service tries to defend his own cause.

Now, I would agree with Mr. Cleaver if there was nobody under the age of sixty-five ready to replace these people; but if a man of sixty-five in the service has been worthy of the confidence of the Canadian government and of the Canadian people he must have seen to it that there were under him at least one or two men to take his place in case of death. The only immortals I know are the members of the French academy, and they all die in time. Of course, in the service the same thing should apply. The service, if it is well organized, should be ready for any emergency. If a man of sixty-five has nobody to replace him it shows one thing, that he has been unworthy of the confidence of the Canadian government and of the Canadian people. I wish to say that after the superannuation of a man at sixty-five numerous promotions will take place and probably there will be changes in every branch of the department. Therefore, perhaps ten or twenty or thirty or forty and, probably fifty people will secure betterment of their positions on account of the superannuation of one man.

And, sir, think of the benefit that would be derived by the service through the superannuation of hundreds of those men who have passed the age limit and should be retired on superannuation.

[Mr. C. H. Bland.]

Mr. GLEN: I do not think Mr. Bland can contribute anything to this discussion; it is a matter for the committee; and instead of wasting his time I suggest that we allow this to stand for further discussion and amendment.

Mr. O'NEILL: I am strongly of the opinion that No. 23 should be adopted and not permitted to stand at all.

The CHAIRMAN: I would like to have opinions from every member of the committee.

Mr. WERMENLINGER: I should like to support Mr. Pouliot on this matter, but there is one comment that I will not say I am willing to back up, and that is that it would materially increase the efficiency of the civil service. Mr. Cleaver has given us a demonstration on that point of view. However, if it is going to facilitate the promotion of youth I am in favour of it. But, how are we going to proceed? Is it by promotion, or will youth be permitted to come into the service at it is now—and I have plenty of cases which I hope to have an opportunity to put before this committee—I do not know how and when, but they are available—cases of illusions that are put in the minds of some young people. They go back and forth from my place to their own homes and they use cars and run up expenses just because they have received a nice letter from some authority in the civil service which makes them think that in the near future they will get what they are after. Their morale is broken because from the date they were employed as temporaries they received a letter that they were not on the eligible list, as it is called, any more. If this clause is there for another purpose than the one to give youth a break, well, of course, that is the sad part of the comments of Mr. Cleaver about the old brain trust after sixty-five years of age.

Mr. CLEAVER: Would you like to be superannuated?

Mr. WERMENLINGER: May I say, Mr. Chairman, that we must not forget that the civil service employees are a privileged element in this country. There is no question about that. I do not know how you are fixed, but I have no pension after I reach the age of sixty-five. I know that I will not be a member of the house after I am sixty-five. I have no pension. It is up to those fellows to take care of their salaries during the time they are employed by this government. They are lucky to have superannuation afterwards. I am pleased to second Mr. Pouliot on this.

Mr. TOMLINSON: I should like to make a few remarks in connection with this section. Last year I believe I did mention in committee that while age sixty-five should be the retiring age, beyond question, in connection with civil service, yet there had been some civil servants who had been brought into the service at probably fifty or fifty-five and who, if they are retired at sixty-five, would have a superannuation amounting to practically nil. I think probably we should take that into consideration in making the broad statement of retiring these men at sixty-five. I cannot agree with Mr. Cleaver in stating that the best time of a man's life for the benefit of his country is from sixty-five on. I think it is from probably forty, and I can support this partly. I do think that we should make some exception as to the length of a man's service in the service. That is, we have brought in men at fifty or fifty-five; when you retire them at sixty-five, they have very little superannuation. They have probably left a profession or some other vocation in life and undertaken this particular position. If we deliberately retire them at sixty-five, we may be doing them a small injustice. I am all in favour of those who have been in the service for a number of years retiring at sixty-five, no matter how efficient they are, because of the fact that we have got to bring the younger men and the younger women of this country into the service. With reference to this idea that it is really difficult for a man to retire at sixty-five, may I say that it would

not be difficult for me, if there was superannuation attached to it. I am like Mr. Wermenlinger. There will be no superannuation for me at sixty-five. I will have to work. That is my feeling, and that is the one point I should like to make.

Mr. MULOCK: Mr. Chairman, this section states that it is to create a proper outlook for the future of the young people in the service or of the young people who are desirous of entering therein. I think that we should consider whether or not it is an appropriate time to do it. I will leave it to your judgment. A better opportunity should be given to the young people outside of the big centres to get the opportunity to enter the civil service. There is the tendency for the large centres to obtain the great proportion of the positions available and of the new positions which are created. Advertising may assist. But I think it would be a good thing if we studied the provisions that the commission has made in regard to the locality in which examinations are held, as to the limits of the locality in which people can try examinations; because any members who represent rural constituencies know that there is considerable difficulty in their people getting an opportunity to try examinations, partly due to the advertising—which, no doubt, you are correcting, Mr. Bland—but also, as you know, on account of the restrictions as to the localities. If the people of this country are to have confidence in this system, every part of the community and every part of this Dominion must have a fair chance. It must not be restricted to the large centres to get the large percentage of the positions in the service.

Mr. GLEN: I made a motion; and in view of the arguments that have been presented, showing that there is a conflict of opinion, and in view of the fact that no one is in a position to reach a definite conclusion, I suggest that this should stand for further discussion or decision.

The CHAIRMAN: It is moved by Mr. Glen that this section or item 23 stand for further discussion.

Some Hon. MEMBERS: Carried.

Mr. O'NEILL: I am opposed to that, and I want my vote registered as being opposed to it.

The CHAIRMAN: Will those who favour this motion raise their hands?

Mr. TOMLINSON: It is just a matter of standing it over for further discussion.

Mr. GLEN: We are not dismissing it.

Mr. O'NEILL: Personally, I cannot see that there is any argument, from what we have heard this morning, to justify permitting this thing to stand over. I think we should leave it as it was last year. The argument has been put forward that a man who will retire from the service at sixty-five very often has a contribution to make to the public life of this country. May I say that we also find that some of the most glaring and costly mistakes have been made by men past that time of life, when they would not take the advice of younger men in the service. We find that with our judges and others. I will grant that you will find certain men at the age of sixty-five who contribute a lot to the public life of the country.

The CHAIRMAN: It has been moved by Mr. Glen that this item stand.

Mr. POULIOT: We might take it the other way. I might move the adoption of this section, supported by Mr. Wermenlinger; and then in amendment Mr. Glen could move that it stand.

The CHAIRMAN: Would that be agreeable to the committee? It is moved by Mr. Pouliot, seconded by Mr. Wermenlinger, that this item be carried. It is moved in amendment that the item be allowed to stand for further discussion, by Mr. Glen and seconded by Mr. Tomlinson. Those who favour the amendment please raise their hands? There are four for the amendment and seven against, so I declare the amendment lost.

[Mr. C. H. Bland.]

Now the question is on the main motion, that this item be carried immediately.

Mr. CLEAVER: I should like to speak to the motion, and I do not want to take a lot of the committee's time in order to procure what I consider to be a very fair request. Here we are just going over in a casual way, without additional study, the recommendations which were made in the dying hours of last year. Some members of this committee have requested that this exceedingly important item should stand over for further consideration; they have not requested that it should be dismissed, but simply that we should study it and consider it before adopting it. I am simply amazed to think that a majority of this committee would attempt to railroad this recommendation through without the benefit of any further discussion, without the benefit of any further evidence—without, any evidence for example, of what this is going to cost Canada in the way of superannuation. We had evidence in the house just a few days ago of what it would cost Canada to step down the age period of old age pensions from the present period to sixty-five years, and the amount is appalling. I should like some information on this subject before we discuss it. I do not want to be a pest to this committee; but as I say, if necessary, I can ramble along for quite a considerable time, wasting the time of the committee, in order to get proper consideration for a very serious subject which should be studied.

Mr. TOMLINSON: And which should be studied by the superannuation committee, at that.

Mr. CLEAVER: We should have more facts and figures.

Mr. TOMLINSON: We have no facts.

Mr. CLEAVER: We should not go merrily along. We will be a laughing-stock if we allow our deliberations to get into that condition. I would very strongly urge the mover and seconder of the motion—as a matter of courtesy, if nothing else—to withdraw their motion for the time being. Let us go on with other things which we can casually discuss, but a matter of this kind demands serious study.

Mr. POULIOT: Mr. Cleaver—

The CHAIRMAN: You are speaking on the motion, are you, Mr. Pouliot?

Mr. POULIOT: Yes.

Mr. TOMLINSON: I want to speak too.

Mr. POULIOT: I have just a word to say, Mr. Chairman. That word is that we are considering the reply of Mr. Bland to the questions that were put to him concerning the implementing of our report of last year by the Civil Service Commission. That is why Mr. Bland is in the witness chair now. Of course, I presume that, after we are through with Mr. Bland, we will meet together and discuss in turn each clause in order to draft the report that will be submitted to the house. Then Mr. Cleaver, Mr. Glen, and any other member of the committee who wishes to take it, will be given the opportunity to make any suggestions they like to all of us. At the present time Mr. Bland is in the witness chair, and he has absolutely nothing to decide upon.

Mr. CLEAVER: I take it that you are withdrawing your motion?

Mr. POULIOT: No, no.

Mr. CLEAVER: I presume, having the floor—and if you are not withdrawing your motion, I certainly—

The CHAIRMAN: Gentlemen, you are going to speak to the motion and say everything you have to say. Then we will proceed, if it is agreeable. I believe we are discussing this motion. I do not want to hinder anybody from speaking. You can go ahead and take any reasonable amount of time.

Mr. POULIOT: I did not want to be discourteous to Mr. Cleaver. I just answered his question.

Mr. CLEAVER: As I understand it, Mr. Pouliot spoke on this motion. He is the last speaker, and then the discussion is over.

The CHAIRMAN: He is the last.

Mr. CLEAVER: I know there are other members of this committee who want to be heard. As I said before, I do not want to be accused of doing anything in the way of holding up the work of the committee. But if I am placed in the position where I must either submit to a serious question of this kind being carried without any study and without any discussion, on the one hand, or must simply drag the ball and waste time, on the other, of course I have no alternative but to waste the time of the committee and simply talk this motion out.

Mr. TOMLINSON: I am not adopting it.

Mr. CLEAVER: I am not going to enter into a discussion and study of this matter later in this session with my hands tied as having consented to—and this committee having recommended or approved—this recommendation that was rushed through in the dying hours of last year. Now I ask, Mr. Chairman, have we any evidence of what it will cost Canada?

The CHAIRMAN: At the outset, I made a few remarks to the effect that I am informed that many people do not know whether we have jurisdiction in this matter, because it may come under the Superannuation Act. I am listening. A certain motion was moved, and I believe every member has a right to speak at length—although I suppose not more than forty minutes—on each question. I am ready to listen to anything that is put forward.

Mr. CLEAVER: Have you any evidence, Mr. Chairman, or has the committee any evidence, as to what it will cost Canada if this recommendation is adopted?

The CHAIRMAN: I do not know even if the government or the house would carry this.

Mr. TOMLINSON: Not in the present wording.

Mr. CLEAVER: Have we any evidence of what it will cost?

The CHAIRMAN: Personally, I have not any idea of what it will cost the country, except that last year it was mentioned by Mr. Pouliot if it were applied there would be only 500 people that would be retired—400 and some people, speaking from memory.

Mr. CLEAVER: Then are we going to rush into this thing and approve of a recommendation without knowing whether it is going to cost \$1,000,000 annually or \$50,000,000 annually to Canada?

The CHAIRMAN: Mr. Cleaver, I am rushing nobody.

Mr. TOMLINSON: No, no.

Mr. CLEAVER: I realize that, Mr. Chairman. Then the next point—the point that you have already raised yourself—is as to whether the recommendation is within our jurisdiction or within our competence to make. There is a committee of this house sitting now in regard to superannuation of civil service employees. At this stage I would ask for your ruling, a ruling of the chair, as to whether this recommendation is within our jurisdiction.

The CHAIRMAN: It was decided by the subcommittee that we would go over the recommendations in last year's report. That was decided by the subcommittee. Now we are on No. 23. One member says that this should stand for further study. Another member moves that it should be carried right now. I am in the committee's hands as to the decision.

Mr. CLEAVER: Yes. But, Mr. Chairman, I should like you to rule as to whether or not the motion is in order. If the motion is out of order, I should not be taking up time speaking to it. The motion is that we adopt section 23

[Mr. C. H. Bland.]

of the report of the committee of 1938. If this question of superannuation at sixty-five is not within the competence of this committee under our order of reference, then the motion is out of order. I should like a ruling on that.

The CHAIRMAN: What would be the reasons for ruling that this motion would be out of order?

Mr. TOMLINSON: I would suggest to the chairman that he be allowed to think over this ruling, and that he bring in his decision to-morrow or whenever our next sitting is. I think he should be very sure.

The CHAIRMAN: Before doing that, I should like to listen to any reasons for or against the motion being in or out of order.

Mr. CLEAVER: Without surrendering the floor, I may say that I am quite willing that a discussion should now take place as to whether this motion is in order or not.

The CHAIRMAN: That is on the point of order.

Mr. GLEN: Mr. Chairman, I made a motion that this should stand; and everything that has been said just now verifies me in my opinion that that was the proper thing to do. We have gone over, and we decided that we would go over, each of the recommendations of the committee of last year. I am quite satisfied—knowing the composition of the committee—that no matter whether we do or do not carry this now, there will be discussion raised again before we make our final report. With regard to the question that Mr. Cleaver has raised, namely, the question of costs, and the question that you yourself raised, namely, the question of jurisdiction, I would say they must certainly be settled before we can come to a conclusion. I may also say that while I am making this motion for this matter standing over for further investigation, that does not mean that I am not going to support this motion after I get the information that is necessary to confirm my conclusion. It may be that when that information is supplied to me, I will be in favour of this motion. But at the present moment I do not think any one of us is in a position to give a proper decision. As Mr. Cleaver says, I think we would be putting ourselves in a foolish position by not having all the evidence before arriving at a judgment. For that reason I do think that Mr. Pouliot and those who support him might, in these circumstances, feel it best to withdraw the objection to this motion standing over. We will have to discuss it again; and in the meantime we are merely wasting the committee's whole morning discussing it now. I do think we should carry that.

Mr. TOMLINSON: Speaking on this point of order, I still would suggest to you, Mr. Chairman, that we should have your decision as to whether this is within the jurisdiction of the committee or within its power. We naturally should have this decision before we discuss it any further. There is no question about that. Further, while I am speaking on that, I should like to say that we should have, before we pass or adopt that resolution, some evidence from somebody in the superannuation department. I think we are going away beyond our powers. I think we have no knowledge as to the cost, as to some of the questions mentioned a while ago, as to the people who are just coming into the service and who would be retiring probably in ten years and so forth. I am not going to agree to adopt this at the present time without the information being supplied me, whether the committee adopts it or not. I make that very plain, because I do not agree with it in the way it is worded at the present time. I was not agreeable last year. I would ask that you either give your decision as to the jurisdiction or—

The CHAIRMAN: I will in about five minutes, after listening to other members. I took a stand last year, and I can hardly go back on what I voted for last year. I am not quite impartial, probably; it may be that I shall not be as impartial as you would wish, because last year I was on this committee.

This question was brought up and I voted for it, admitting at that time that we did have jurisdiction. You do not want your chairman to go on record a few months afterwards to the effect that we had no jurisdiction last year.

Mr. TOMLINSON: I will support that motion. That was just on the point of order.

The CHAIRMAN: There are seven members here present who want to vote on this and there are four who want it to stand. Personally, I would favour it being allowed to stand. That would be my personal feeling. But I cannot force the majority of the committee to follow the minority. It is my personal opinion that I would rather have it stand over.

Mr. TOMLINSON: I should like to hear evidence, for instance, from the superannuation department as to the plausibility of retiring these men at sixty-five. I think that is only reasonable.

Mr. POULIOT: May I say just a word, if other members are through? In the first place, I want to tell Mr. Cleaver that I did not butt in when he was speaking. He asked me a question and sat down. I am in favour of free discussion. At this time we are supposed to hear the evidence from Mr. Bland on the implementing of our report of last year by the Civil Service Commission, and that is all. Mr. Bland is in the witness chair, and he has made to the Secretary of State the suggestion, in regard to recommendation 23, that the arguments for and against this recommendation should be discussed with the superannuation committee. I do not believe in discussing that at all with the superannuation committee and I will tell you my reason. It is that this recommendation contains nothing new. It is in accordance with the law in practice, that every civil servant shall be superannuated at sixty-five. That is the general law. Exceptions are made, as Mr. Bland will admit, and as all of you know, by orders-in-council passed by the government, in order to keep in the service certain officials or certain men who are older than sixty-five. Therefore, this is a recommendation not to the superannuation committee; it has nothing to do with that, because it is an exception in each case, passed on recommendation to the House of Commons and the government. Moreover, Mr. Chairman, no one should be afraid of the cost of it, for a very good reason. That reason is that the old officials who stay in the service do not all stay there for the public good. They stay there for the difference between their actual salary and their superannuation, as Mr. Foran told us. He told us in the box last year that he had \$1,500 more as secretary of the Civil Service Commission than he would have as soon as he was superannuated. My humble contention, sir—if it is supported by other members of the committee—is that instead of that, the difference between the actual salary and the superannuation of a man over sixty-five might be given to a young man who would enter the service at the lowest grade and help himself for the time being. With the superannuation of civil servants at sixty-five we would have a double result: the old man would go out of the service; there would be betterment for a chain of employees under him. Then at the bottom there will be a young man who will receive the difference between the salary of the old man and the superannuation. That is all. It would cost nothing. What Mr. Cleaver has said is just repetition of the propaganda that is given us by the old indispensable men in the service—the old indispensable men who fear to see the young men coming in.

Moreover, sir, nothing was railroaded last year. You will remember, sir, that at the sitting of the committee last year which lasted until twelve o'clock, I said to the members that I had had a drink of strong coffee that evening and was ready to sit until the opening of the house the next day just in order to consider everything carefully; and we have done so.

Mr. CLEAVER: We all did not have a chance at that strong coffee.

[Mr. C. H. Bland.]

Mr. POULIOT: You could have got it from the cafeteria. We sat days upon days in the hot season of the year to come to an agreement. Of course, that report is not 100 per cent the opinion of each member. There are many recommendations that I have brought to the house just to represent the average opinion of the members of the committee; I do not believe in them at all, and I may say so now that I act in a private capacity. But nothing was rail-roaded last year. The report was adopted unanimously. It meant that everybody did his share to answer the reference of the house and to carry in a message. I suggest that for all these reasons, and especially because the superannuation of those who have reached sixty-five now is not the general law—it is the exception in each case—that we just bring to the attention of the government this fact, that owing to the growing problem of youth it is trying to do something for them; and the only way to do something for them is not to pass any order-in-council. There is no use in discussing that with the superannuation committee, where they have fools there as experts—

The CHAIRMAN: I do not know, Mr. Pouliot, whether that is—

Mr. POULIOT: I was not speaking of the members of the House of Commons. I was speaking of the others. They represented things in an entirely different light than they should have been. I will be surprised if it will cost \$10,000 more to apply the superannuation, for the very good reason that I have given. It may cost less. It may even cost less, because some commissioners last year boasted of the fact that they had B.A.'s for \$720 a year. Mr. Stitt said that. Of course, with the difference of money between Mr. Foran's salary and his superannuation, if he had no bonus now, there would be enough money to pay two young B.A.'s at the rate young Lochnan was paid. Those are facts you all know. I bring nothing new to you. I do not want anything to be misleading. It is in good faith, of course. We must consider the facts as they are. Moreover, Mr. Chairman,—and this will be my closing words—I am not insisting on the adoption of this recommendation. If returned men of the age of forty, fifty or sixty come in the way, the young men here will not get any advantage from the superannuation of the old; if the returned men's preference is applied 100 per cent, no young man will have any benefit of that superannuation of old employees.

The CHAIRMAN: Does anyone else desire to discuss this motion?

Mr. WERMENLINGER: Since I seconded the motion perhaps I should speak to it.

Mr. CLEAVER: I understand that we are discussing the point of order, not the motion.

Mr. WERMENLINGER: On the point of order: As I understand the regulations, when age 65 is reached it is only by order-in-council that an extension of the privilege of employment can be given.

The CHAIRMAN: That is not the law. The law says that nobody may be superannuated without being 65, and then if they want to be exempted that can only be done by order-in-council.

Mr. WERMENLINGER: I do not see any difference whether that is done on the part of the government itself or by parliament or anyone else. And I say, with all due respect to Mr. Cleaver, that whatever the cost of this will be to the country it is not going to be very great. One of the reasons was that given by Mr. Pouliot, that the difference between the salaries of those coming into the service would be compensated by the amount paid to those who are leaving the service. Then there is another point, the actuaries have a table showing life expectancy, and the application of that table suggests substantial benefit to the exchequer. In addition to that there is this further point that those who are coming into the service may outnumber those who are leaving

the service and while the salary at which they enter the service might be smaller, on account of their larger numbers the ultimate cost to the fund might not be much greater; in any event, I do not think it would amount to as much as has been suggested by Mr. Cleaver. Besides that, there is the moral satisfaction of having more people contented. At the present time in Canada there are many young people in particular who are practically promised employment in the civil service, young people who have especially prepared themselves for the service in schools designed for the purpose—I do not know whether or not they are rackets—but if they have passed the civil service examinations I think the door should be part-way opened for them.

Mr. TOMLINSON: We had better have your ruling, Mr. Chairman.

The CHAIRMAN: I am ready to give it. I must admit that some doubt has been raised in my mind by other members of the committee that perhaps this did not come under our jurisdiction. I voted in favour of this recommendation last year, believing it was under our jurisdiction, and I am still of the same opinion. My ruling would be that we proceed on the motion as made. At the same time, I would ask that it might stand for further consideration by members of the committee. I do not think we should attempt to decide it to-day. I think perhaps it would be better for us to take it up again next week.

Mr. TOMLINSON: Yes, and have somebody from the superannuation branch here.

The CHAIRMAN: I understand that a separate committee is dealing with the whole matter of superannuation, but if we are of the opinion that this matter is one which comes within our jurisdiction there is no harm in our making a recommendation to the government.

My ruling therefore is that the motion is in order.

Mr. CLEAVER: I presume then I have the floor.

The CHAIRMAN: You can appeal from that ruling, if you like.

Mr. CLEAVER: I am not objecting to it, I am accepting the ruling. I think I have the floor.

Mr. POULIOT: I have just talked to Mr. Boulanger who seconded my motion and I have no objection at all to your suggestion of letting it stand.

The CHAIRMAN: Thanks.

Mr. WERMENLINGER: I understand the superannuation committee has already taken that point under consideration.

Mr. O'NEILL: This happens to be a question to which I have given serious consideration. I have received representations from a great number of people all over this country, ever since the financial pact of 1929. This is not a new thing. We have government employees to-day—not one or two, but dozens and dozens and hundreds of them, who are being let out at age 65 without superannuation. Now, this is taking place right along, and we have established the practice here that a man who has been in receipt of a salary of \$4,000 or \$5,000 or \$6,000, maybe \$10,000 for the past twenty years and is now being retired on a superannuation of \$3,000 a year; and not only that, but when he reaches age 65 we want to continue that man in his position. I do not think that is right. There may be the odd case, as Mr. Tomlinson has said—I could give you the names of quite a number of men who have been laid off at age 65 without getting any superannuation at all; men who entered the service late in life and who on leaving it at age 65 are getting no superannuation. I do not think we should allow that sort of thing to continue. I do not think we should allow this motion to stand; I cannot see any object in allowing it to stand. Further, I submit that the question of costs should not enter into it at all, and if it does that is a matter which should be considered by the superannuation committee. However, so far as this particular matter goes, I am of the opinion

[Mr. C. H. Bland.]

that it comes within the jurisdiction of this committee. So far as I am concerned I want my position to be made absolutely clear. I am a labour man and I have fought this thing for years that says that a man should not be retired at age 65; and the superannuation age in the government should be 65 years and not 70 years of age; and I want my objection registered.

The CHAIRMAN: The only suggestion before the committee is that this matter stand over until we are through with the other parts of our report, then we will revert to this and then there will be a full discussion of it.

Mr. CLEAVER: That is, before you put in your final report to the House.

The CHAIRMAN: Oh, yes. It will be a subject for discussion before this committee, probably in one of our sittings in camera where all of the members of the committee can give full and free expression to their views on this matter.

There is no objection, Mr. O'Neill, on your part that it should stand over for the time being? It will be up for discussion and we will take a vote on it.

Mr. O'NEILL: I may be a little bit thick in the head; of course, I am not a legal man, I never studied any law, but you took a vote here and the vote said that this thing would be carried and now you are going to let it stand over on a minority vote.

The CHAIRMAN: The amendment was defeated but Mr. Pouliot agreed to let his motion stand until we have had an opportunity further to discuss the matter.

Mr. POULIOT: Just as a matter of information for Mr. O'Neill: I think it will be remembered that during the proceedings of the committee last year, sometime in April I think it was, the committee ordered the publication of an appendix to the report tabled in the House in answer to a question by Mr. Ward regarding people over 65 years of age in the service. It will be found there in one of the early reports of last year's committee. It will be recalled also that the matter was considered many times and questions were asked members of the commission and others in connection with it.

Mr. McNIVEN: That brings up the question of what other evidence can be brought out, and how it is going to be brought out. Is that not a matter which should be referred to the steering committee?

Mr. TOMLINSON: I would like to speak to that particular question. My feeling has been that there have been a certain number of men probably because of their war preference who have been brought into the civil service at around age 50, possibly even age 55. I was thinking particularly of people of this type, and if they are forced to retire at age 65 their superannuation is practically nil; and they were the only ones I had in mind in particular last year when this question was up for discussion. I would really like to know how many of these ex-service men were brought in, and their ages, and who would be affected seriously because of this.

Mr. MULOCK: On the point of order: If this is dropped for the time being is there any object in pursuing it? I understand that the mover and the seconder have withdrawn their motion at the request of the chair. If we are not going to proceed with the discussion of this question at the present time is there any use in going on with it until the members who are not satisfied obtain the information and the evidence that they want? And if it is the ruling that this motion has been withdrawn there is nothing before the chair to discuss.

Mr. CLEAVER: I move that we adopt section 24 of the report.

The CHAIRMAN: Just a moment please. Is it agreeable that we let Mr. Pouliot's motion stand until the next sitting; and in the meantime members of the committee who desire to procure additional information will have an opportunity of obtaining it.

Mr. TOMLINSON: I was going to ask Mr. Bland if he could not give that information probably at the next meeting; as to how the returned soldiers who have been taken into the service might be affected by this.

The WITNESS: I think the only way that could be secured would be from the Superannuation division of the Department of Finance.

Mr. TOMLINSON: That is the point, I am interested in that.

The WITNESS: There are a certain number, without question.

Mr. TOMLINSON: There are a certain number, and they are still being taken in under the preference.

The CHAIRMAN: It seems to me that we are putting a great deal of weight on the importance of this recommendation. It has been there for nearly a year now and it has not been acted upon, and I do not think that what we might recommend would be final, it would have to be discussed at length in the House or elsewhere and the decision of any government would not be taken hastily. In any event, it is only a recommendation that we are making.

Mr. CLEAVER: Do I understand it is withdrawn?

The CHAIRMAN: It is not withdrawn, it stands until the next meeting of this committee.

Mr. CLEAVER: Quite.

The CHAIRMAN: Then, my ruling is that recommendation No. 20 will stand until the next meeting of the committee.

We now turn to No. 24, which is to the effect that there is to be only 20 per cent temporary employees in any department. I would like to hear Mr. Bland on this point.

The WITNESS: In connection with this recommendation, the commission is agreed, as it was when we were before your committee last year, that the present regulation fixing the proportion of permanent and temporary employees might be amended with benefit to the public service, and we have made recommendations accordingly, since the passing of this recommendation, to the treasury board.

Mr. POULIOT: On this point I would suggest a survey of the whole service to find out who are competent and who are not; those who are not competent should be fired—and there would be no need for any superannuation for them—and there would be no need for 20 per cent temporary, all the good people would be permanent.

The CHAIRMAN: Is there any objection to this recommendation?

Mr. TOMLINSON: I move that section 24 be carried.

Section 24 carried.

The CHAIRMAN: We now come to section 25:

Your committee recommends that long-term temporaries on the staff of the House of Commons who have been giving satisfactory service for a number of years should be made permanent employees under the Civil Service Commission.

Mr. WERMENLINGER: How does that conform to the general provision that appointment should be only by examination?

The CHAIRMAN: There are civil servants coming under the provisions of the Civil Service Act through the operation of section 59 of that Act which authorizes appointment by order-in-council. There are others who are appointed by vote in the House, in the estimates, and, of course, there are those who are appointed in accordance with the provisions of the Civil Service Act. I believe those are the three ways in which people are appointed and come under the Civil Service Act.

[Mr. C. H. Bland.]

The WITNESS: That is right.

The CHAIRMAN: On the staff of the House of Commons we have both men and women who have been working for a number of years and who are still temporary, and it was suggested last year that we find some way of having them come under the Civil Service Act.

Mr. WERMENLINGER: What progress has been made?

The CHAIRMAN: I do not know. I would ask Mr. Bland.

Mr. WERMENLINGER: Who would be long-term temporaries?

The CHAIRMAN: People with ten years service or so.

Mr. TOMLINSON: It is largely a matter of the effect on the superannuation fund. I understand that the superannuation committee has made a special study of this point. Another fact is that they have not been contributing to the superannuation fund.

The CHAIRMAN: There are only 150 cases that have not been settled since 1925.

Mr. TOMLINSON: Is it only 150?

The CHAIRMAN: Only 150 cases. I understand there are not more than 150 cases left out of those considered in 1925, and these people are the subject of special consideration at the present time.

Mr. TOMLINSON: Could we have Mr. Bland supply us with the facts on that?

The WITNESS: I placed in evidence last year the fact that the list of persons who are temporary employees in the service who come under this clause, if I remember correctly, including a number from the other departments as well as the House of Commons, numbered about 150.

Mr. POULIOT: On this point, Mr. Bland; there are two kinds of superannuation, there is the superannuation in respect of the civil service generally and there is the military pension. There are no pensions outside are there?

The WITNESS: No.

Mr. POULIOT: Therefore, one man is appointed by examination and the other is appointed by order-in-council and he is not supposed to receive any pension unless he comes either under the Military Pension Act or the Civil Service Superannuation Act; is that not the case?

The WITNESS: I think there is another type of pension; there is the long-service pension, received under the pension Act. There are three types of benefit.

Mr. POULIOT: What you have in mind is the disability pension?

The WITNESS: Yes.

Mr. POULIOT: Which means that if a man suffers an accident in the service, breaks a leg or something like that, he is entitled to a special pension.

The WITNESS: No. I was referring to the military disability pension. There are three pensions under which a man may receive a benefit; there is the superannuation for long-service under the Civil Service Act—under the Superannuation Act—then there is the pension for long military service under the Militia Act; and then there is the special war disability pension.

Mr. POULIOT: The pensions for long service are paid to the civil servants when they reach the age of 65.

The WITNESS: Yes, that is correct.

Mr. POULIOT: And that is the long-service pension?

The WITNESS: That is not the long-service pension I am referring to. There is also the long-service pension for members of the Canadian militia, some of whom may be subsequently employed in the civil service.

Mr. POULIOT: Yes, but that is only for people in the army, the navy or the air service.

The WITNESS: Yes.

Mr. POULIOT: It does not apply to civilians.

The WITNESS: Yes, it does.

The CHAIRMAN: They may be employed in the civil service.

Mr. POULIOT: Then it applies to civilians who work in the Department of National Defence.

The WITNESS: Who have been appointed to the permanent forces.

Mr. POULIOT: But not outside of that department?

The WITNESS: No.

Mr. POULIOT: In any event, these three types of pension have some relation to each other, in principle at least.

The WITNESS: Yes.

Mr. POULIOT: Now, take a man who has been appointed to any department other than the Department of National Defence by order in council; he cannot get any superannuation unless he is blanketed in.

The WITNESS: Or, unless his pension is specifically approved by the treasury board. For example, in the Income Tax division of the Department of National Revenue where all appointments are made by order in council, those employees by decision of the treasury board are eligible for superannuation.

The CHAIRMAN: And they pay in.

The WITNESS: They pay in, yes; in all cases they pay in.

Mr. POULIOT: Yes, but they are an exception.

The WITNESS: They are an exception.

Mr. POULIOT: And they are an exception because they are not under the Civil Service Commission.

The WITNESS: That is true.

Mr. POULIOT: Well now, a man who is employed as a temporary in any department, other than the Department of National Defence or one of those gentlemen of the National Revenue Department, had to be transferred under the Civil Service Commission in order to have a pension?

The WITNESS: Yes, he has to be made permanent.

By Mr. Pouliot:

Q. Yes, then he is made permanent. But as long as he is temporary he gets no pension, but when he is blanketed in he becomes permanent and gets his pension; that is the point?—A. It is the other way around; he becomes permanent before he gets his pension.

Q. Yes, you are right; that was just a slip on my part. He becomes permanent under the Civil Service Commission?—A. Yes.

Q. And then he gets a pension?—A. Yes.

Q. And then he is a subject for re-classification on the intervention of one from your organization branch with the department?—A. That is true.

Q. Then on the one hand he gets the pension while on the other hand he has to wait the good pleasure of someone from the Civil Service Commission before he can get reclassification?—A. He is subject to the general rules with reference to reclassification.

Q. I know, but the rules are applied by the management, and the managers in this case are the chief of the organization branch and your officials?—A. He is subject to the same rules as apply generally.

Q. To the same rule as the one I referred to?—A. I would not agree with that interpretation of the rule.

[Mr. C. H. Bland.]

Q. What is the rule?—A. When a man becomes a member of a unit which comes under the terms of the Civil Service Act his reclassification may be recommended only after investigation, and in conformity with the provisions of the treasury board with respect to unit surveys.

Q. Yes, I know all that, and I know that the treasury board has to authorize it; but a man cannot obtain anything unless you have before you a report from the organization branch of the Civil Service Commission?—A. Yes.

The WITNESS: Mr. Chairman, may I say a word on this? I do not want to be out of order; but in connection with the claims of those few people who are still in their department and have been there for 15 or 20 years in temporary positions, might I respectfully suggest they should be included in this recommendation?

The CHAIRMAN: That could be added to the recommendation we made last year; that it should apply not only to long-term temporaries on the staff of the House of Commons but to those in other departments as well.

Mr. BLAND: There would not be more than 150 altogether.

Mr. MULOCK: I wonder if Mr. Bland could give us a list of the departments and the people affected?

The WITNESS: I would be very glad to.

Mr. MULOCK: It is not a very long list.

The WITNESS: No, I will be very willing to furnish that.

The CHAIRMAN: Shall we carry this item 25 now, and Mr. Bland will let us have the information asked for with respect to long-term temporaries in due course.

Mr. O'NEILL: I am quite prepared to have that carried, but I would like to ask a question: Is it not a fact, Mr. Bland, that superannuation considerations have been a factor in holding up the permanent appointment of some of these employees? I understand that as temporary employees they do not contribute to the superannuation fund, and if they are made permanent there is the consideration that they have made no contribution to the superannuation fund, and some objection has been raised to their being made permanent on that ground. My idea on that is just this, that every man or woman appointed to the government service should have deducted from his first pay-cheque the amount of the superannuation contribution—whether it is 3 per cent or whatever it may be—and that should be taken from his cheque monthly, and then if he never becomes permanent the money so deducted should be returned to him whenever he leaves the service, and if he is made permanent he will have built up his share of contribution to the superannuation fund. I believe that is something which the superannuation committee should consider, and I just wanted to bring that point up.

The CHAIRMAN: The amount of contribution to the superannuation fund is 5 per cent.

Mr. O'NEILL: That is just the point, Mr. Chairman; there should be a ruling made or the Superannuation Act should be changed so that it would be compulsory for anyone appointed to the public service to pay in to the superannuation fund, subject to the provision I have indicated.

Mr. MULOCK: Do you not think it should be subject to a probationary period?

Mr. O'NEILL: No, I would make it applicable right from the start. Any amount deducted can be returned to the employee at such time as he leaves the service.

The CHAIRMAN: Mr. O'Neill asked a question. Mr. Bland could perhaps explain the point.

The WITNESS: I think Mr. O'Neill would be interested in the other point, the point he has mentioned. One of my reasons for suggesting that consideration should be given to these few long-service temporary employees is for the very reason he has stated, that they have never been required to contribute. Some of them are now 65, 70 and 75, and the department hesitates to retire them because it would be putting them out on the street if they were to do so. I think it is in the interest of the public that they should have the benefits of the superannuation.

Mr. O'NEILL: I have no objection to their being included.

The CHAIRMAN: Then No. 25 might carry adding the words, "and other departments of the government."

Some Hon. MEMBERS: Hear, hear.

By Mr. Pouliot:

Q. Just a minute; Mr. Bland, in the Department of National Defence, with respect to the military long-service pensions, nobody pays anything for that, it is understood that they take nothing from the salary—they pay a salary of so much and then there is a special fund for the superannuation?—A. I do not know the provisions of the military pension fund. However, you are correct.

Mr. POULIOT: Yes.

By Mr. Mulock:

Q. I just want to point out something about recommendation 25 while we are on it. Mr. Bland just a moment ago said that some of these permanent temporaries are 65, 70 and 75 years of age; is that correct?—A. That is correct.

Q. They are not under the Civil Service Commission?—A. They are under the Civil Service Commission, but not under the Superannuation Act.

Q. All right; but they are temporaries?—A. Yes.

Q. All right, then the idea is to make them permanent employees under the Civil Service Commission; that is what this resolution says?—A. The idea is that any employee who has been in the service 15, 20 or 25 years and is giving satisfactory service should be recommended by the department for permanency and should be given permanency.

Q. All right; then I do suggest that we bear in mind these remarks when we go back to the section which is standing. We must not forget the fact that the minute these people are made permanent under the Civil Service Commission they become subject automatically to the provision that they have to be retired at age 65; as a matter of fact, many of them have gone past that age limit by 5 or 10 years, and you might not be doing these people a good turn by bringing them in?—A. I think on the whole you might not only be doing them a good turn but you might be doing the service a good turn.

The CHAIRMAN: They would not be superannuated without having paid into the fund; they have got to put up the money at all events.

Mr. MULOCK: I understand that this whole subject is being taken up by the superannuation committee, and possibly this committee has nothing to do with it. However, I suppose we could keep that in mind when making our recommendations.

By Mr. Tomlinson:

Q. I understand that a man who is taken in now from a temporary position and made permanent is taken in under an order-in-council?—A. It can be done by order-in-council, if the treasury board approve.

Q. With the approval of the treasury board?—A. Yes.

Q. Why does the treasury board have to approve?

The CHAIRMAN: Because they are the ones putting up the money.

[Mr. C. H. Bland.]

By Mr. Tomlinson:

Q. I thought your statement just a moment ago was that they would have to put up the money into the superannuation fund before they could become permanent?—A. When a temporary employee is made permanent—and I speak now subject to correction by the Department of Finance—he may elect to pay for his temporary term of service, or for any part of it, and he receives a certain benefit with respect to the length of his service even if he does not elect to pay into the fund for all of it, or only a portion of it.

The CHAIRMAN: Is there any objection to section 25?

Some Hon. MEMBERS: No.

The CHAIRMAN: Yesterday we left over recommendation No. 11 because Mr. Golding who sponsored this recommendation last year was absent from the committee at the time. That recommendation affects people who have been employed in a permanent capacity in the civil service and who left it by reason of marriage or otherwise, and then finds himself in a far worse position—being a widow or a widower—and the idea was that they would have a chance to come back into the service without further examination. Now, Mr. Golding, I didn't want this item to be discussed while you were absent, so if it is agreeable to the committee we will take it up now.

Mr. TOMLINSON: Oh, yes. We can come back to the superannuation item again. I would like to point out however that if a person is appointed at age 55 as a permanent civil servant and he is required to retire at age 65 his superannuation benefit will not be very substantial.

The CHAIRMAN: If a person comes in at age 55 and retires at age 65 his superannuation would not be very high, but it will be in proportion to the amount that he pays into the fund; he could still get a pension.

Mr. TOMLINSON: We are going a long way in fixing that 65 years of age.

The CHAIRMAN: What would you suggest?

Mr. TOMLINSON: I suggest that we are going a long way in recommending that anybody be taken in at age 65.

The CHAIRMAN: Would you suggest thirty-five or forty or forty-five?

Mr. TOMLINSON: It is pretty hard to suggest anything.

The CHAIRMAN: We will listen to Mr. Golding.

Mr. TOMLINSON: Yes.

Mr. GOLDING: Mr. Chairman, in reference to this section, I might say that it was pretty fully discussed last year in the civil service committee that dealt with it, and it was carried unanimously. I do not see any good reason now for going back and reviewing the whole situation. I had some cases in mind last year, whose history I gave to the committee. Last winter I just happened to read an article dealing with similar cases; it referred to a certain case where some gentleman had left the service for some higher position and stated that the Prime Minister himself, Mr. Bennett, had to violate the Civil Service Act to put that man back in his place. He was a valuable man; the department was sorry to lose him and was glad to have him back. It stated there—I have the clipping up in my room; I did not know that this was coming up—that the Prime Minister himself had to violate the Civil Service Act to get this gentleman back. One case I had in my mind last year, and which I referred to, was that of a lady who had been in the service for fourteen consecutive years. She had been stenographer to the deputy minister of agriculture. She got married. She married a gentleman who was also in the service. They were sent to Quebec, and in two years time she had a little daughter. When this daughter was two weeks old the husband died suddenly. She was left with the child. She came back here to Ottawa. Her father is

really too old to earn a living. Not only did she have the responsibility of the child, but she had the responsibility of the parents. She could not get back into the service, notwithstanding all the years of service she had given. She finally did get in the Mines and Resources Department when they had that geological survey and a special sum was voted for that service. There are many cases like that.

Mr. GLEN: How long would you say a person should be allowed to serve before they could get into superannuation?

Mr. GOLDING: This covers it pretty well, and I thought it was pretty well safeguarded because it makes this provision here:—

Your committee recommends the commission may, at the request of the department concerned, but subject to the approval of the Treasury Board . . .

That is pretty well safeguarded. Any case would have to be dealt with under these recommendations.

. . . appoint without competition any person who has already held a permanent position in the civil service and who has resigned, to the same or a similar position within the department if the department and the commission are satisfied that such person is deserving of such appointment, is not over fifty-five of age, is of good character and in good physical condition.

That seems to me to have all the necessary safeguards, and yet you could take care of cases that are certainly deserving. For instance, in our own industry, suppose we had a machinist and he worked for us for ten years; then something happens and he leaves the firm. But in a year or two he wants to come back and we want him to come back; we want his services. Who, would ever think of saying to him, "Now, you left. You cannot come back here and work. We must start now and take someone who has no experience. We must break him in." That is what you do under present conditions. You would take some young stenographer to do this job that a person well qualified, with lots of experience, is denied the opportunity of getting.

Mr. WERMENLINGER: May I ask a question? If he comes back after one or two years, it may not be so bad. But suppose he comes back after ten, or twelve years and you have not had the opportunity of seeing what he has been doing in that period in his trade; what then?

Mr. GOLDING: It is all safeguarded in here.

Mr. MULOCK: Is there a time limit put in there?

Mr. TOMLINSON: Might I ask a question?

Mr. MULOCK: I will tell you my thought, if you will permit me, in order to get this cleared up. I do not want to mention any special department, but in a certain branch of the government certain information is available to employees. Employees decide,—some of them—that they could better their position; they engage in business. I do not think it would be a fair proposition for those people now to come back or to be brought back into those departments and put in over the heads of men who have stayed in the service and who have worked. It might hold up their promotion for years. I agree that there are several cases like Mr. Golding has mentioned where there is hardship; and if we can correct that condition without opening it too wide, all right. The difficulty is that when you start making an exception, you are creating a precedent that is built on and built on in many cases. We want to make sure that there is not going to be any wholesale blanketing in of these

[Mr. C. H. Bland.]

people who have left any particular department. I think the chairman of last year is very familiar with that situation, and I think he might agree with what I have to say on that point.

Mr. POULIOT: I always agree with you, Colonel Mulock.

Mr. MULOCK: Not always.

Mr. TOMLINSON: I should like to point out that I really think it is not fair to open this question up. It might be in one or two cases, but I do not think it is generally. Every man who marries a girl has the same security if anything happens to him. He must protect himself in the form of an insurance policy or something else for the benefit of his wife and family. A girl may be very competent. A man may be very competent. He goes out into the world, and ten years from then runs into difficulty, whatever that difficulty might be. He might come back to the government and say, "I have saved no money during that ten years. I have no money at all to live on. I must come back into the government service." I think we should be very careful about the age limit. I can quite imagine that a year or two might be all right, but I think we have gone too far as to the age—until fifty-five years.

Mr. WERMENLINGER: I was not in the committee last year. Had I been on the committee, I am sure I would not have approved of that particular item, although I have sympathy with the particular example that Mr. Golding has given us. But I am afraid that this will create some discrimination, I do not mean amongst employees of the civil service but amongst the citizens of Canada. First of all, those who make application are informed—I will take a typical example—one day that they are seventeenth in rank for an accountant wanted in the excise department. About six months later they get a notification that they are ninetieth on the eligible list. A little later, through the efforts of their member of parliament—who has not much more influence in the civil service than a bootlegger has at a Sunday school picnic—he is notified that he is fifth on the list. Later on I write to the commission. Mr. Bland, Mr. Stitt or Mr. Potvin answer, or sometimes Mr. Foran, that now he is third on the list. A little later he happens to be second. I have a particular case in my constituency. When it gets hot, I receive a letter. I do not say it is against the law, or anything like that. Mind you, I am a law-abiding citizen. Later on the excuse is given that he does not belong to the society of chartered accountants. This qualification had not been set out in the original proclamation or condition of employment. Here, let us say, is a Citizen. It is not in the paper to-night. Later on after the government approves it, he will say he has been discriminated against. So I do not know, Mr. Golding, although there are provisions there, how it would work out.

Mr. GOLDING: There are provisions safeguarding it.

Mr. MULOCK: I do not think it is the government that sets that. It is the Civil Service Commission.

Mr. WERMENLINGER: Sets what?

Mr. MULOCK: Sets the form of the advertisement.

Mr. WERMENLINGER: That is what I mean, the Civil Service Commission.

Mr. MULOCK: You said the government.

Mr. WERMENLINGER: I made a mistake. That is a slip of the tongue.

Mr. POULIOT: On that occasion, the Civil Service Commission forgot that the high official, Mr. Watson Sellar, is not a chartered accountant by any means. He is comptroller of the treasury and he is no chartered accountant. He is just as good as the chief advocate of the Pensions Department who studied medicine only one year. He is the chief advocate of the Department of Pensions and he was promoted last year.

The CHAIRMAN: Is the committee ready to decide on this?

Mr. WERMENLINGER: Since some other gentlemen of my party, of the C.C.F. and of the Social Credit Party are not here, perhaps it would be well to let it stand.

Mr. TOMLINSON: You are doing very well.

Mr. WERMENLINGER: I think it should stand for Mr. Golding.

The CHAIRMAN: I should like to hear the chairman of the Civil Service Commission on this, after Mr. Golding is through.

Mr. GOLDING: There is another feature to this thing. This lady that I have particular reference to—and this may be so in different cases—has been working temporarily now for three years. Apparently the officials are well satisfied with her, but under the act they cannot take her in, or cannot make her permanent. I think there are many cases like that. You may differ in regard to the age here, but I think myself that the whole thing is well protected.

Mr. TOMLINSON: You would not recommend taking in a person at fifty-five years of age?

Mr. GOLDING: It would depend on the qualifications they had.

Mr. JEAN: If you will permit me, Mr. Chairman, I should like to say a few words in support of Mr. Golding. I will tell you of a case which I know of. There was a soldier who got a job as a letter carrier in Montreal. He was eighteen years in office. One day he was found sick. He had an operation on his nose and he became insane. He was confined to the asylum. There he was treated and three months after that he was perfectly all right. During those three months the curator of the asylum wrote to the civil service to get his pension fund in order to have money to pay for him at the hospital. He did not know anything about that. When he got out of the hospital he went to the post office to take back his job and they told him he had no more job, that his name had been struck from the civil service and that the order-in-council was passed. I do not know if Mr. Bland remembers the case, but we tried to have this man go back to his job but we could not succeed. The law did not permit it.

Mr. TOMLINSON: Did he not have sick leave?

Mr. JEAN: No, he could not ask for that.

The CHAIRMAN: He could not ask for that. He became insane.

The WITNESS: They finally got him back.

Mr. JEAN: Well, he got a temporary job; but he has had all sorts of difficulty since. I may tell you that he is still insane on account of all the troubles he has since had in getting back the job he was employed at formerly.

Mr. GLEN: I do not want to take exception to the case as stated by Mr. Golding. That is a special case. What I do think is that it would be unfair, and I do not think it is in conformity with the requirements of the statute where you are making exceptions, that these exceptions must necessarily apply in all cases. I do think if Mr. Golding were to consent to a time limit, it might be better. If a person leaves the service for reasons which he thinks are satisfactory, namely, to go into another business, and fails and comes back after a period of five, six or seven years, he would be entitled to have the privilege of that. If we made that "no person who has been more than two years out of the service", as an exception, I think probably some of us, or most of us, would support it.

The CHAIRMAN: Would you agree to a time limit of two years as suggested by Mr. Glen?

Mr. TOMLINSON: What about three years?

Mr. GOLDING: You may have cases where the service itself would like to have somebody.

Mr. GLEN: But after a period of two years they will have to secure re-entry in the regular way by examination.

[Mr. C. H. Bland.]

Mr. GOLDING: I would like to hear Mr. Bland, perhaps he could give us some enlightenment on the subject, he may have had some experience with it.

The WITNESS: Well, Mr. Chairman, I know the case to which Mr. Golding refers and the other case, and I have the greatest sympathy with both of them; and I think steps should be taken in both cases to make possible the return of these persons to the service. But I would like to ask the committee what it thinks should be done in slightly different cases. For instance, I have in mind the period from 1926 to 1930, and the question of people who resigned from the service and took positions in commercial life, and then around 1930, 1931 and 1932 they would have been very glad to get back into the service. In the interval other persons had been trained to do the jobs, juniors had been taken in and had been trained and promoted; and I am just wondering what we would do in those cases. If a similar situation to that were to arise what would the committee think should be done?

Mr. GOLDING: That point is covered here; "your committee recommends that the commission may at the request of the department concerned".

The WITNESS: Do you think the department would request it or not under such circumstances? I am sure they would.

Mr. POULIOT: You think they would?

The WITNESS: Yes. You would be under a great deal of pressure to bring in a great many people.

Mr. POULIOT: You are not an optimist in this case.

The WITNESS: I hope I am practical, Mr. Pouliot, I think the principle—if I may be allowed to say so—is good, and I think something should be done. I am wondering, and again I say this with some deference to the committee, if we could not re-word it slightly and accomplish the object you have in mind.

Mr. JEAN: There can be no objection if the commission are satisfied and if the department are satisfied and so indicate.

Mr. GOLDING: That is the point.

The WITNESS: And that practically means that the commission is going to have to decide whether it takes action to put someone in or not. I would like to have the views of the committee on the point just referred to; would you bring those people in or would you not?

Mr. MULOCK: That is the very point the one Mr. Bland has dealt with, the cases of people who have left the service; and you are going to slow down all promotions. What are you going to do with the people who now hold positions if you bring these other people back in?

The WITNESS: The reason I bring it up is because you practically put into the hands of the Civil Service Commission the responsibility of deciding what shall be done. With respect to these two specific cases I would say yes, bring them in; in the other cases of the kind I have referred to I would be doubtful.

The CHAIRMAN: We had better put in a time limit.

The WITNESS: That would be all right in some cases, but it would not cover very deserving cases of the kind Mr. Golding refers to. Where are you going to draw the line? My feeling in the matter if it were up to us for consideration would be that the primary consideration should be the welfare of the service; what is the best interest of the service? I think that is the test.

Mr. TOMLINSON: What are you going to do with those who have equipped themselves for the position? My view of it is that if I marry a girl I am supposed to try to endeavour to provide for her future.

Mr. GOLDING: Mr. Tomlinson says that if he married a girl it is up to him to provide for her future; supposing he marries a girl and one month later he dies.

Mr. TOMLINSON: Well, I may say that I took out a policy on the day that I was married.

Mr. GOLDING: Not everybody can afford to take out a policy.

The CHAIRMAN: Mr. Golding suggests two years.

Mr. POULIOT: If you disagree, it is impossible to agree with both of you.

The CHAIRMAN: Now, what do you suggest, shall we put a two year limit? Would that be agreeable?

Mr. GOLDING: Yes.

Mr. MULOCK: Could we not leave this matter until we have had an opportunity of talking it over with Mr. Golding?

The CHAIRMAN: Well, that might be desirable.

Mr. MULOCK: Yes.

The CHAIRMAN: Now, gentlemen, there are 5 or 6 sections on the recommendations with respect to which we have made no decision.

Mr. POULIOT: Would you please give us the numbers?

The CHAIRMAN: No. 5: Six was to stand. No. 5 dealt with classification discrepancies in salary ranges. Then there was No. 11.

Mr. POULIOT: Would you have any objection, Mr. Chairman and gentlemen, to allowing No. 6 to stand also?

The CHAIRMAN: That was the decision.

Mr. POULIOT: Yes, we will talk it over in camera.

The CHAIRMAN: Yes. No. 11 is to stand, that is Mr. Golding's recommendation. Sections 15, 16 and 17 stand, and No. 23. To expedite our proceedings would somebody suggest that we send some of these recommendations to our steering committee—we have a sub-committee to this committee—and this sub-committee will be in a position to report at the next sitting of this committee on these deferred recommendations.

Mr. GLEN: Has Mr. Bland anything to submit about these recommendations.

The CHAIRMAN: Mr. Bland was asked to submit a report on No. 15, No. 16, No. 17 and No. 5.

Could you indicate to us, Mr. Bland, when you could have the information that has been asked for, if we knew that we will be able to fix the date for the meeting of our sub-committee.

The WITNESS: We are working on No. 5 now. It would take a little time to get that ready. I think we could have the information with respect to Nos. 15, 16 and 17 ready probably for Friday.

The CHAIRMAN: For eleven o'clock?

The WITNESS: I think so.

The CHAIRMAN: Gentlemen, would you agree to a meeting of the sub-committee on Friday at 11 o'clock?

Some Hon. MEMBERS: Agreed.

The CHAIRMAN: Then, gentlemen, our next regular meeting of this committee will be on Tuesday of next week.

Mr. POULIOT: Mr. Bland, when might I expect an answer to the questions I gave you.

The WITNESS: We are working on them all and I hope to have the answers by Monday. It will be over on Monday.

The CHAIRMAN: Thank you.

The committee adjourned at 12.55 o'clock p.m. to meet again on Tuesday next, March 28, at 11 o'clock a.m.

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Committee on the, 1939

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SESSION 1939

HOUSE OF COMMONS

SPECIAL COMMITTEE

ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3



TUESDAY, MARCH 28, 1939

Witness:

Mr. C. H. Bland, Chairman, Civil Service Commission.

MINUTES OF PROCEEDINGS

TUESDAY, March 28, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act met at 10.30 o'clock, a.m. The Chairman, Mr. Alphonse Fournier, presided.

Members present: Messrs. Boulanger, Clark (*York-Sunbury*), Cleaver, Fournier, (*Hull*), Glen, Golding, Hartigan, Howard, Jean, Lennard, MacInnis, Marshall, McNiven (*Regina City*), Mulock, O'Neill, Pouliot, Spence, Tomlinson, Wermenlinger—19.

The clerk read the report of the sub-committee which is as follows:

That No. 5 be amended to read as follows:

As the multiplicity of classifications and the discrepancy in salary ranges tend to create dissatisfaction in the Service, your Committee suggests that the classification should be simplified to as great a degree as possible, with such reductions in the number of salary grades as is commensurate with efficiency and economy.

That No. 11 be taken up by the Committee for further study and decision.

That No. 15 be amended to read as follows:—

To facilitate the adjustment of complaints of a civil servant, whose such complaints cannot otherwise be adjusted, your Committee recommends that such complaints be adjudicated by a Board of Appeal consisting of a nominee of a civil service organization named by the appellant, a nominee of the deputy head of the department affected, and a nominee of the Chairman of the Civil Service Commission, the latter of whom shall be Chairman of the Board, the findings of the Board to be reported to the body having jurisdiction over the matter concerned.

That No. 16 be amended to read as follows:—

Your Committee recommends that in connection with ratings on efficiency and fitness on which selections for promotion are largely based, the fitness ratings be made by the immediate supervisors of the applicants and reviewed by the Board of three departmental officers.

Your Committee recommends that a system of periodical ratings recording the efficiency of employees be established for use in connection with promotions, salary increases and retirements, and that the employee shall be advised of the result of all his ratings and shall have the right to appeal such ratings to the Board mentioned in the preceding recommendation.

That No. 17 be amended to read as follows:—

Your Committee recommends that promotions shall not be made effective until after the expiration of fourteen days so as to permit the making of an appeal to the Board mentioned in your Committee's fifteenth recommendation, and in the event of such appeal being made that such promotion shall not be made effective until the appeal has been disposed of.

That No. 23, on account of a divergence of opinion among the members of the sub-committee, be further studied and decided by the Committee.

TUESDAY, March 28, 1939.

Mr. C. H. Bland, Chairman of the Civil Service Commission, was recalled and further examined.

The Committee proceeded to consider the sub-committee's report.

Recommendation No. 5,—Mr. MacInnes moved that the Civil Service Commission be instructed to investigate and report to the Treasury Board on this. Motion adopted.

On the motion of Mr. Lennard, it was

Ordered,—That the statement of salaries prepared by Mr. Ronson of the Finance Department be printed in the minutes of evidence.

Recommendation No. 16,—Mr. Pouliot moved that this be amended by adding after the word "fitness" in the third line the words "and efficiency"; also to insert after the word "promotions" in line 3, paragraph 2, the word "classification". Adopted as amended.

Recommendation No. 15,—Mr. Hartigan moved that this be amended to read,—That the Appeal Board should consist of one nominated by the appellant, one by the Department, and one by the Civil Service Commission.

Mr. Cleaver moved in amendment thereto that the Appeal Board should consist of one nominated by the appellant, one by the Chairman of the Civil Service Commission, and one (the Chairman of the Board) by the head of the Department.

The amendment being put, it was adopted on the following division: For, 8; Against, 4.

Mr. Cleaver moved that this recommendation be amended to read "the findings of the Board to be reported to the bodies having jurisdiction over the matter, to be final respecting ratings for promotions, and to be put into effect." Adopted as amended.

Recommendation No. 17,—On motion of Mr. Cleaver, adopted.

Recommendation No. 11,—Mr. Golding moved that this be amended by adding the words "and that such appointment is in the public interest". Adopted as amended.

Recommendation No. 23,—Mr. O'Neill moved that this be amended by adding after the word "compulsory" in line 4, the following words "except when deemed against the public interest by the proper authority". Adopted as amended.

The following notices of motion were given:—

By Mr. Tomlinson,—

Your Committee recommends that all positions for which compensation is \$700.00 or less, except the positions of Grade 1 Clerks, or others ordinarily subject to promotion, shall be excluded from the operation of the Civil Service Act, and that the Governor in Council be empowered to make regulations for the control and direction, organization, classification, and compensation, appointments to and general conditions of such positions.

TUESDAY, March 28, 1939.

By Mr. Glen,—

That all postoffices now outside the jurisdiction of the Civil Service Commission be brought under the Commission.

By Mr. Cleaver,—

That in respect to appointment of postmaster, assistant postmasters should be put on a par with returned soldiers.

The witness retired.

On motion of Mr. Tomlinson, the Committee adjourned to meet again on Thursday, March 30, at 10.30 o'clock, a.m.

J. P. DOYLE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS, Room 268,

OTTAWA, Tuesday, March 28, 1939.

The Special Committee appointed to inquire into the operation of the Civil Service Act met at 10.30 a.m. The Chairman, Mr. Alphonse Fournier, presided.

The CHAIRMAN: Gentlemen, I see that we have a quorum now, so perhaps we had better begin. The clerk of the committee will read the report of the sub-committee which sat last Friday studying the different clauses of the recommendations.

The clerk read the report of the sub-committee.

The CHAIRMAN: Before this report is moved for adoption, I believe that we should go over every recommendation that is mentioned in the report. If you gentlemen have no objection, we could take up No. 5. You have the recommendation which was made in last year's report as to No. 5, and you can compare it with this proposed amendment.

I would ask Mr. Bland to please come forward.

C. H. BLAND, Chairman, Civil Service Commission, recalled.

The CHAIRMAN: The only changes in that section No. 5 are the deleting of the words "tend to create jealousy in the service and have resulted in injustice and dissatisfaction." We have deleted the words "jealousy and injustice" and the section in this report now reads, "tend to create dissatisfaction in the service."

Mr. CLEAVER: Mr. Chairman, I should like to speak to this recommendation of the committee. Last year the committee recommended that the service should be divided into simply five or six broad classes, with a maximum of not more than nine grades in one class. It is my opinion that the recommendation of last year's committee was much too far-reaching. I should also like to say that I feel the recommendation this year has gone to the other extreme in that we simply express a pious hope. I do think that this question should be studied and that we should recommend some definite reduction in the classes. I do not think that we should simply leave it wide open and hope that a reduction will take place. The committee's recommendation last year was that there should be five or six broad classes. I think that is not enough. But certainly, to jump from a very restricted recommendation of five or six broad classes in a wide open recommendation, such as you have this year, is going to the other extreme.

Mr. GLEN: I think it might help if we had the benefit of an explanation by Mr. Bland. Perhaps Mr. Bland might give us a short explanation.

The CHAIRMAN: Mr. Bland helped to redraft this provision. I would ask Mr. Bland to explain why this change was made.

The WITNESS: Mr. Chairman, I wish I could give a definite recommendation that would be in line with what Mr. Cleaver says, because I appreciate the point he makes. There is, however, a difficulty which I find myself in, in giving evidence on this. I find it extremely hard to set a definite number

of classes into which the service can be divided, without knowing what it is going to cost the country to do it. I agree that the classification should be simplified, and I agree that the number of classes can be reduced; but to say that they must be reduced to 150, 200, 250 or 300, I think, is making it rather difficult to ascertain just exactly what the effect will be. I mean, I think it would be wiser to ascertain the effect first rather than to set a definite standard first, irrespective of what the effect might be.

An hon. MEMBER: I think you are right.

Mr. CLEAVER: Do you not think we should have a report from Mr. Bland? I do not think that we should pass on this recommendation until we have a report and study it.

The CHAIRMAN: We thought that, by adopting this recommendation in a general way, the commission would be able start this work of simplifying the classifications; that is the way they would get knowledge of the cost of the new system of classification. If we just sit here for a month or two months trying to get down to the last dollar it is going to cost us, we will never make a recommendation to that effect. I believe it takes time before you can get the figures on this, Mr. Bland?

The WITNESS: I have been working—or at least we have been working since the matter was brought up, of course. We have a good many figures already. I would be glad to table with the committee—and I think the committee has a right to have it—a picture of the classes as they are at the present time, and a partial picture of how this simplification would affect those classes. The only request I should like to make of the committee is that I hope they will not tie us down too much to a definite number.

Mr. CLEAVER: I would be disposed to move that we defer action on this paragraph of the sub-committee's report until we have had Mr. Bland's report in regard to the subject-matter and until we have had an opportunity to make a study of it.

By Mr. Glen:

Q. Mr. Bland, I think you are satisfied that any reclassification would certainly mean more expense. Salaries in the service have never decreased but have always increased?—A. That is the tendency, Mr. Glen. I think something can be done. A good deal can be done, I think, along the line that this recommendation has in view. But there have to be a good many safeguards taken or else it is going to result in a good deal more expense. My only point in suggesting this is that I think we should look at those safeguards and should set up those safeguards beforehand rather than afterwards.

Mr. GLEN: I think Mr. Cleaver's suggestion, that in the meantime we should have a report, is very good.

Mr. MACINNIS: I do not think it would be necessary to defer this until we hear from the commission. I think we could add a clause to the end of the recommendation to the effect that the Civil Service Commission be asked to investigate this matter and report to the committee next year. I think the question is so immense that you cannot in a few weeks or in a few months get a clear understanding of it; it is so large that I do not think even the commission can, within a few weeks or a few months, put a clear picture before the committee. For the same reason, I do not think we would in a very few days, be able to come to a real decision as to what was most desirable in the matter. If we could have a full report from the commission when this committee meets next year, I think then we would be in a better position to take action.

Mr. GLEN: I rather gather that Mr. Bland was proposing to lay before the committee a tentative report as to what the difficulties were.

[Mr. C. H. Bland.]

The WITNESS: I will be glad to lay what papers we have before the committee right now. I wonder if it would meet the committee's approval, or if it would help any, if the suggestion or instruction were to say that the commission shall report on the matter at once; that is, to study the matter at once and report to the Treasury Board on the subject?

Mr. CLEAVER: Or to this committee.

The WITNESS: It could report now to the Treasury Board; I mean, within the next month or so.

The CHAIRMAN: Mr. Cleaver, if we do not get this report from the commission within a month or so, we will not discuss this report in the house this year. We have got to keep in mind that we want this report to be discussed in the house this year, unless we want to come back next year confronted by the same situation that we had this year.

Mr. CLEAVER: If there is some information available, there is no objection, surely, to having it tabled. I am not suggesting that we have time to properly digest it and study it in order to bring in a further report on it this year. But I do think we should have the information. I have one suggestion to make to Mr. Bland in regard to these classifications and salary ratings. I would think that they could be reduced materially if certain very definite standards were set up, and if we asked appointees to wait, before getting their first increase in salary, until they were in tune with the system. I can best illustrate what I mean by taking motor traffic lights as an example. On some streets they are on the cascade system. You have to wait once in order to get in tune with that system. Once you do that, if you drive at a regulated speed, you can go right through without any stops. My suggestion is in line with that. Take a man getting a salary starting at \$520 a year. Instead of receiving a five or ten per cent increase at the first point of increase, if he would wait and get in step with the general increase allowance of all salaries, it might mean that it would cost that employee a few dollars at the start, but it would reduce the number of our classifications. As a result of the evidence which you gave the other day, when you told us the minimum salaries and the maximum salaries, it is perfectly obvious to me that it is only a matter of mathematics to figure out a scheme whereby we could reduce the salary increases to a range of perhaps two or three hundred.

The WITNESS: That is so.

By Mr. Mulock:

Q. Mr. Bland, how many civil servants are there now?—A. In all?

Q. Yes.—A. About 60,000.

Q. About 60,000?—A. Yes.

Q. What is the total pay-roll? Have you got that information?—A. About \$90,000,000; \$92,000,000, I think.

Q. \$92,000,000?—A. Yes.

The CHAIRMAN: Do you gentlemen not believe that Mr. MacInnis' suggestion to add to this recommendation that the commission be instructed to investigate and report as soon as possible to the Treasury Board would meet everybody's mind on this?

Mr. GLEN: We would arrive at a conclusion.

The CHAIRMAN: Would Mr. MacInnis move that as an amendment?

Mr. MACINNIS: I so move.

The CHAIRMAN: That the Civil Service Commission be so instructed to investigate—

Mr. SPENCE: What is the idea? Is it to cut down the classifications to a limited number? You will have to excuse me, Mr. Chairman; I have not been at the meetings. I did not understand just exactly what was going on.

The CHAIRMAN: Last year we decided that we would instruct the commission to limit the classifications to 54 or 60 classes. Actually there is, I believe, 2,000 classes. We did not come to a decision this year, but it was sent back to the sub-committee. We sat here—every member of the sub-committee—with Mr. Bland, hearing the objection to a definite figure being put in the report. Mr. Bland claims that this is an extensive work, that it might take years before we could reclassify the service containing over 40,000 people, that they would have to work step by step in this reclassification, and that there would be no good result obtained by trying to bring it down to a limited number of classes. Is that right, Mr. Bland?

The WITNESS: That is right.

Mr. SPENCE: If this means to bring it down to a limited number at great cost to the country, we had better go easy.

The CHAIRMAN: It would cost more; so we thought it best to make a general recommendation, open for study not only this year, but in years to come.

Mr. SPENCE: Why not leave it with the chairman of the commission or somebody to do what is right? I think that would be the better thing to do.

The CHAIRMAN: By taking Mr. MacInnis' amendment, that the commission be instructed to investigate this matter and report to the treasury board, we will be able to get the real figures. At any time we can get the figures from the treasury board.

Mr. CLEAVER: I should like Mr. MacInnis to recommend a report back to this committee. Just for the benefit of my friend, Mr. Spence, I might say that we have something like 2,000 different salary increases. The average salary paid is not over \$4,000. That means we have salary increases on an average of \$2 per employee. That is absolutely ridiculous.

Mr. SPENCE: I would judge it would make too much work for the commission.

Mr. CLEAVER: Quite. I do not think it is going to increase the cost any—in fact, it might make a reduction, possibly—if you let the new appointees wait and get into stride before they get their increases.

By Mr. Mulock:

Q. How many civil servants are there actually in the employ of the Civil Service Commission?—A. Under the Civil Service Act?

Q. I mean under your administration.—A. Under our jurisdiction?

Q. Yes.—A. Around 40,000, I should think.

Q. How many?—A. About 40,000, I should think.

Q. No. I mean the number engaged in looking after the operation of the Civil Service Act.

Mr. HARTIGAN: Administration.

By Mr. Mulock:

Q. Your administration.—A. On the commission staff, do you mean?

Q. Yes.—A. On the commission staff itself?

Q. Yes.—A. Around 300; no, 234 at the present time.

By Mr. Hartigan:

Q. What is the total salary paid to that 234?—A. I will have to get that.

Q. What are the administration expenses?—A. I will get that for you in detail.

Mr. HARTIGAN: Just going back, I should like to say a few words in connection with the difficulty of arranging these various classes. I made the suggestion the other day that there is a real lack of business ability—and I still

[Mr. C. H. Bland.]

maintain I am right—in the civil service. I am not fooling about this. There is no joke about it. We have the figures as given by the witness this morning; we have 60,000 civil servants.

The CHAIRMAN: Forty thousand.

Mr. HARTIGAN: Our witness just said 60,000 all over Canada, with a total expenditure of \$92,000,000 which gives an average of \$1,533 per person. There is no change in those figures. You divide 60,000 into \$92,000,000 and you get \$1,533. Now, if we had a general manager—which I maintain is the proper way to administer the civil service, and I would abolish the commission altogether—a general manager of any business concern or an efficiency expert would not find it very difficult to reclassify 60,000 people. Why talk about increasing expenses when \$1,533 is your average? How many men working in the various vocations—working in the press gallery, for the newspapers, on the farms—how many doctors and lawyers are averaging \$1,533 a year. And mind you, that is only an average. When you take the lower brackets of the civil service the salaries are very low; they must be, because the top brackets are very, very high. Now, that should not be a very difficult proposition. I am conscientiously advising our committee to take some steps. Do you mean to tell me that with that sufficiency, with three commissioners, that among the three of them there is not enough business ability to fix this up?

The CHAIRMAN: We are discussing No. 5.

Mr. HARTIGAN: I am discussing No. 5 too.

The CHAIRMAN: Classification.

Mr. HARTIGAN: I am discussing No. 5 also. We hear that the first thing that comes up is an increase in cost to the country. Why should there be an increase in cost to the country when your average salary is \$1,533? There must be an enormous number of civil servants that are away below the subsistence line when there are so many salaries in the higher brackets which carry the total amount up to \$92,000,000 a year. Surely, that is not a very terrible thing to broach to this committee or to the commission either—to change the number of classifications from 2,000. Two thousand classifications in 60,000 employees would give an average of thirty employees to a classification. That is another average for you. Does it sound reasonable to employ 60,000 people under 2,000 classifications which gives you an average of thirty people per classification? We hear talk about the C.N.R. being a drag on the country because of a deficit, why the civil service is one of our worst drags. Ninety-two million dollars is practically double the deficit of the C.N.R.; and people are harping about the C.N.R. How many people would not work for \$1,533, if the wages were distributed in any kind of an equalized manner.

Mr. POULIOT: I shall go upstairs and bring down a document showing the number of men receiving under \$600 who have been appointed by the Civil Service Commission. It will not take me more than a moment. You will be surprised.

The CHAIRMAN: Does the committee believe that we should recommend to the house that our classifications should be simplified?

Mr. HARTIGAN: Certainly. Two thousand: we ought to be ashamed to admit that we have 2,000 classifications.

The CHAIRMAN: Then, gentlemen, why not come to a decision. All we are deciding here is the principle. That is all we are going to recommend.

Mr. CLEAVER: Would you read the amendment?

The CHAIRMAN: "As the multiplicity of classifications and the discrepancy in salary ranges tend to create dissatisfaction in the service your committee suggests that the classification should be simplified to as great a degree as possible, with such reduction in the number of salary grades as is commensurate with efficiency and economy."

And then there are the words, "And that the commission be instructed to investigate and report to the Treasury Board."

Mr. CLEAVER: And to this committee.

The CHAIRMAN: When this report is ready this committee will be out of existence. They cannot prepare it in time. I have had a little experience in civil service matters, and I know.

Mr. CLEAVER: It may not be in time, but the material will be ready for the committee next year if the material is on file. There is no harm in it anyway.

The CHAIRMAN: Let us put it in a general way: "And to report to future civil service committees."

Mr. CLEAVER: To report to this committee as soon as their report is ready.

The CHAIRMAN: And if they cannot report we will blame them for not bringing in a report.

Mr. CLEAVER: I do not think so.

The CHAIRMAN: Perhaps you will not, but somebody else may.

Mr. CLEAVER: We have our discussions on record, and it is distinctly understood that they are going to report as soon as possible.

Mr. LENNARD: It would be a new report made to the Treasury Board; surely not to the civil service committee. They cannot get the report in the time they ask for it.

Mr. HOWARD: I think you are on sound ground. You say that there are 2,000 classifications now. If we pass the amendment as you suggest, at next year's civil service committee they can produce the report that has been submitted to the Treasury Board. Then, supposing we are told that there are 1,900 classifications. The next committee will say: you are not going along very fast if you have only reduced the number from 2,000 to 1,900; and they will take whatever action they see fit. I think that is the proper way to proceed.

The CHAIRMAN: It is our desire to bring down the number of classifications, and we have a recommendation ready for that.

Mr. SPENCE: It is an expression of the opinion to reduce the classifications as low as possible.

Mr. GLEN: Is there any possibility, Mr. Bland, in having a report for this committee which we can discuss and decide upon this session?

The WITNESS: No. I do not think so.

Mr. GLEN: Then, if that is so I think as a committee the suggested amendment may be submitted to the Treasury Board and the committee can get the report there next session; but so far as this committee is concerned, if we are not going to deal with that matter I do not see why we should go on.

The CHAIRMAN: I do not want to stop any discussion, but we have the principle here in No. 5, and Mr. Pouliot is going to give figures on No. 15 and other sections. It was moved that this fifth recommendation be approved and that we go on and allow Mr. Pouliot to speak on No. 15.

Mr. HOWARD: You had better change your amendment to conform to the opinions expressed, and let us see how it reads.

Mr. POULIOT: It may interest you and the committee as well to know how many civil servants out of 26,813 have been appointed by the Civil Service Commission in each \$1,000 range of salaries from under \$600. The statement covers from \$600 to \$999; \$1,000, \$2,000, \$3,000, \$4,000 and right on up to \$10,000 a year. It is a simple classification. I got the figures from Mr. Ronson. I imagine he will give them to you, or I can cover them in my report.

The CHAIRMAN: We would like to have them in our report.

[Mr. C. H. Bland.]

Mr. POULIOT: Yes.

Mr. CLEAVER: Put the figures on the record.

Mr. POULIOT: This is a very long page, and it is impossible to do that. I will explain the statement as shortly as I can. This concerns 57,432 civil servants in all, of which 26,813 have been appointed by the Civil Service Commission and 30,640 otherwise. Under the \$600 classification there are 2,089 who have been appointed by the Civil Service Commission. I will ask the reporter to make a tabulation of these figures so that they will be better understood. It is rather difficult to understand figures when they are read, but members will understand better when they read the report. I shall give you the numbers from \$600 to \$10,000:—

	Employees
Under \$600	2,089
\$ 600 to \$ 999	3,078
1,000 to 1,999	17,609
2,000 to 2,999	2,901
3,000 to 3,999	799
4,000 to 4,999	243
5,000 to 5,999	55
6,000 to 6,999	24
7,000 to 7,999	9
8,000 to 8,999	2
9,000 to 9,999	1
10,000	2
Not stated	6

Now, sir, there is another tabulation which I would like to take the liberty to submit to the committee; it is the number of those appointed under \$600 by the Civil Service Commission in each department, and there are 2,089. I shall ask the reporter to make a tabulation under the \$600 category and then to give the same figures in each department up to \$10,000.

	Under \$600
Agriculture	12
Auditor-General's Office	1
Civil Service Commission	21
External Affairs	2
Finance	14
Fisheries	2
Insurance	1
Justice	2
Labour	3
Mines and Resources	68
National Defence	68
National Revenue	78
Pensions and National Health	19
Post Office	1,375
Public Printing and Stationery	1
Public Works	182
Secretary of State	5
Trade and Commerce	3
Transport	232
	\$600 to \$999
Agriculture	212
Auditor-General's Office	12
Civil Service Commission	57
External Affairs	20
Finance	124
Fisheries	16
Insurance	3
Justice	14
Labour	25
Mines and Resources	124
National Defence	213
National Revenue	142
Pensions and National Health	284
Post Office	713
Privy Council	2
Public Archives	2
Public Printing and Stationery	62
Public Works	219

SPECIAL COMMITTEE

	\$600 to \$999
Royal Canadian Mounted Police	8
Secretary of State	53
Soldier Settlement of Canada	3
Trade and Commerce	397
Transport	373

	\$1,000 to \$1,999
Agriculture	1,343
Auditor-General's Office	150
Civil Service Commission	87
External Affairs.. . . .	34
Finance.. . . .	864
Fisheries	169
House of Commons.. . . .	6
Insurance	27
International Joint Commission.. . . .	1
Justice	59
Labour	88
Library of Parliament.. . . .	7
Mines and Resources	976
National Defence	395
National Revenue	2,364
Office of Secretary to Governor-General	4
Pensions and National Health	541
Post Office	6,994
Privy Council.. . . .	7
Public Archives	11
Public Printing and Stationery.. . . .	207
Public Works	943
Royal Canadian Mounted Police	33
Secretary of State	151
Senate.. . . .	4
Soldier Settlement of Canada	72
Trade and Commerce	749
Transport.. . . .	1,323

	\$2,000 to \$2,999
Agriculture	580
Auditor-General's Office	31
Civil Service Commission	9
External Affairs.. . . .	21
Finance.. . . .	149
Fisheries	20
House of Commons.. . . .	7
Insurance	4
International Joint Commission.. . . .	1
Justice	14
Labour	15
Library of Parliament.. . . .	4
Mines and Resources	313
National Defence	60
National Revenue	379
Pensions and National Health	50
Post Office	308
Privy Council.. . . .	2
Public Archives	4
Public Printing and Stationery.. . . .	294
Public Works	81
Royal Canadian Mounted Police	3
Secretary of State	41
Senate.. . . .	4
Soldier Settlement of Canada	68
Trade and Commerce	288
Transport.. . . .	151

	\$3,000 to \$3,999
Agriculture	93
Auditor-General's Office	20
Civil Service Commission	16
External Affairs.. . . .	10
Finance.. . . .	47
Fisheries	9
House of Commons.. . . .	9
Insurance	4
Justice	10

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\$3,000 to \$3,999

Labour	10
Library of Parliament.. . . .	2
Mines and Resources	114
National Defence	32
National Revenue	71
Pensions and National Health	50
Post Office	82
Privy Council.. . . .	2
Public Archives	3
Public Printing and Stationery.. . . .	9
Public Works	22
Royal Canadian Mounted Police	2
Secretary of State	52
Senate.. . . .	6
Soldier Settlement of Canada	12
Trade and Commerce	61
Transport.. . . .	51

\$4,000 to \$4,999

Agriculture	8
Auditor-General's Office	3
Civil Service Commission	3
External Affairs.. . . .	4
Finance.. . . .	16
House of Commons.. . . .	2
Insurance	3
Justice	4
Labour	5
Library of Parliament.. . . .	1
Mines and Resources	51
National Defence	7
National Revenue	7
Office of Secretary to Governor-General	1
Pensions and National Health	33
Post Office	35
Privy Council.. . . .	1
Public Archives	1
Public Printing and Stationery.. . . .	1
Public Works	3
Royal Canadian Mounted Police	1
Secretary of State	3
Senate.. . . .	2
Soldier Settlement of Canada	1
Trade and Commerce	35
Transport.. . . .	12

\$5,000 to \$5,999

Agriculture	3
Auditor-General's Office	1
Civil Service Commission	1
External Affairs.. . . .	1
Finance.. . . .	6
Insurance	2
Justice	4
Mines and Resources	5
National Defence	2
National Revenue	1
Pensions and National Health	3
Post Office	16
Public Printing and Stationery.. . . .	1
Public Works	1
Secretary of State	1
Trade and Commerce	5
Transport.. . . .	2

\$6,000 to \$6,999

Agriculture	1
Auditor-General's Office	1
Finance	1
Justice	4
Post Office	11
Secretary of State	1
Soldier Settlement of Canada	1
Trade and Commerce	1
Transport	3

	\$7,000 to \$7,999
Finance	2
Post Office	5
Transport	2
	\$8,000 to \$8,999
Post Office	1
Transport	1
	\$9,000 to \$9,999
Post Office	1
	\$10,000
Post Office	2
	Not stated
Post Office	1
Public Works	3
Transport	2

Under those 2,089 employees who receive under \$600 I understand there are many office boys, but in the Department of Agriculture I know there are some men who look after publications who have not been receiving a fair deal.

The CHAIRMAN: Now, we will have the recommendation of last year which was sponsored by Mr. Golding and which the sub-committee turned back to this committee for further study and discussion.

Mr. HARTIGAN: We might make a note of the fact that 5,167 employees of the civil service are below \$1,000 salary range; that is, 2,089 are below \$600 and 3,078 are below \$1,000, making a total of 5,167 below the range of \$1,000.

The CHAIRMAN: No. 15: The sub-committee reports as follows:—

To facilitate the adjustment of complaints of a civil servant, whose such complaints cannot otherwise be adjusted, your committee recommends that such complaints be adjudicated by a board of appeal consisting of a nominee of a civil service organization named by the appellant, a nominee of the deputy head of the department affected, and a nominee of the chairman of the Civil Service Commission, the latter of whom shall be chairman of the board, the findings of the board to be reported to the body having jurisdiction over the matter concerned.

The only change made in this recommendation was to add the words, "the findings of the board to be reported to the body having jurisdiction over the matter concerned."

Mr. HARTIGAN: I move that that should be changed, because we are just going in a circle. "A nominee of a civil service organization named by the appellant, a nominee of the deputy head of the department affected, and a nominee of the chairman of the Civil Service Commission." Now, I am dealing with the third man—the adjudicator. By all the laws of fair play he should be a man not connected with the Civil Service Commission—that is, if you want the man with a complaint to have an unbiased hearing. Now, it is always the case that if there is a matter to be adjudicated by any body of employees a third man or umpire is a disinterested party, and I think it would be very essential in this case that the third man should be the umpire and there should be a provision where an umpire could be named, either a judge of a court or someone in the Justice Department, or somebody like that, and let the choice be agreed upon by the two disputants.

Mr. POULIOT: Mr. Chairman, may I suggest to this committee that we should take No. 16 first and make No. 16, No. 15.

The CHAIRMAN: We will do that when we redraft this year's report. They will be divided in another way on the second report, but we are keeping on last year's report and keeping the same numbers.

[Mr. C. H. Bland.]

Mr. POULIOT: I know, but what I have to say with regard to No. 15 shall be said after what I have to say regarding No. 16, and No. 16 must be considered first.

The CHAIRMAN: Gentlemen, if you have no objection we will study No. 16 first.

Mr. POULIOT: Because it is the basis for our reports and classification, and it will be the basis for promotions also.

The CHAIRMAN: If you have no objection, gentlemen, we will study No. 16.

The sub-committee reported as follows:—

Your committee recommends that in connection with ratings on efficiency and fitness on which selections for promotions are largely based, the fitness ratings be made by the immediate supervisors of the applicants and reviewed by the board of three departmental officers.

Your committee recommends that a system of periodical ratings recording the efficiency of employees be established for use in connection with promotion, salary increases and retirements, and that the employees shall be advised of the result of all his ratings and shall have the right to appeal such ratings to the board mentioned in the preceding recommendation.

Mr. CLEAVER: I move we adopt the recommendation.

Mr. POULIOT: Before it is adopted, I do not see the word "reclassification" in that recommendation. It says, "promotion, salary increases and retirements"; the word "reclassification" is not there, and it should serve for everything, for reclassifications, as well as for promotions.

The CHAIRMAN: There is no objection to putting in the word "reclassification."

Mr. POULIOT: I move, seconded by Mr. Cleaver, that the word "reclassification" should be added in the second paragraph of this recommendation after the word "promotion."

The CHAIRMAN: There is a further word to add, I understand. In the first paragraph of No. 16 we should add that fitness and efficiency ratings be made by the immediate supervisors. I see we have passed the word "fitness."

Mr. HOWARD: Do you take the word "fitness" to mean "suitability"?

The CHAIRMAN: For the new positions.

Mr. HOWARD: Suitability or aptitude.

The WITNESS: Yes.

The CHAIRMAN: Suitability for the position he is going to be appointed to or promoted to.

Mr. HOWARD: But you say the word "fitness" covers the question I am bringing up. The main thing to have understood is the aptitude or suitability of the candidate for the position he is going to be appointed to.

The CHAIRMAN: For the new position.

Mr. HOWARD: Yes.

The CHAIRMAN: Efficiency as to the work he was doing before.

Mr. HOWARD: Do you think you should add after the "fitness" the word "suitability"?

The CHAIRMAN: Unless we cannot find "adaptability" or "suitability" in the word "fitness."

Mr. POULIOT: Now, I strongly object to the wording of the first paragraph on the ground that "fitness" is a most vague word and so is "efficiency."

Mr. HOWARD: "Aptitude" is the right word.

Mr. POULIOT: There should be separate motives for judging fitness, adaptability and efficiency. For instance, here I have the report of 1922; efficiency ratings. The matter is set out at page XII: "During the year the commission made progress in the development of a standard system of rating recording the efficiency of the various government employees and recommended to the governor-in-council that such a system be installed." Then I see a form containing the words "Promotional Rating Blank B"; then there is a heading in capitals "Fitness for the Position in Question." This is one of the forms we received from the Civil Service Commission last year. I wonder if the new members will be interested in having all the forms used by the Civil Service Commission. This form reads:—

FITNESS FOR THE POSITION IN QUESTION

As Seniority is rated separately in accordance with the information given on Blank A, it must not be taken into consideration in rating the factors A, B, C, and D.

<i>Factors to be Considered</i>	<i>Grades</i>	<i>Rating</i>	<i>Value</i>
A			
Intelligence. Resourcefulness. Adaptability to new conditions. Initiative. Ability to carry out instructions. Quality of Work.	Very Good..	..	..
	Above Average..	..	..
	Average..	..	..
	Fair..	..	..
	Poor..	..	..
B			
Knowledge of work and routine of Branch. General knowledge of Departmental work. Effort to fit oneself for promotion. Willingness to work overtime. Ability to fill position in question.	Very Good..	..	..
	Above Average..	..	..
	Average..	..	..
	Fair..	..	..
	Poor..	..	..
C			
Tact. Courtesy. Willingness to co-operate. Conduct in relation to superiors. Fairness towards assistants.	Very Good..	..	..
	Above Average..	..	..
	Average..	..	..
	Fair..	..	..
	Poor..	..	..
D			
Ability to plan and supervise work. Ability to instruct and direct others. Good judgment. Ability to accept and carry responsibility. Decision.	Very Good..	..	..
	Above Average..	..	..
	Average..	..	..
	Fair..	..	..
	Poor..	..	..

I certify, on my honour, that I have assigned the above ratings wholly on the basis of merit, and without any reference to personal or political considerations.

Date..... For Department

<i>For Use by Commission Only</i>			
	<i>Value</i>	<i>Weight</i>	<i>Percentage</i>
Seniority..
Efficiency..
Fitness..
Percentage..

As far as "A" is concerned a man may do good work and may not have what is called initiative by the chief and then he is rated fair or poor. Fair means no good.

Now, with regard to "B"—there are repetitions in "A" and "B"—repetitions that give a very wide leeway to the men who make the rating and, therefore, even if this form for fitness in promotion is shown to the employee and made public within the unit it would serve no purpose, because whether an employee is rated from good to fair and so on to poor, he will not know why he is rated that way and he will not know how to improve his work.

With regard to "C" this is also very vague.

[Mr. C. H. Bland.]

By Mr. Pouliot:

Q. Now, Mr. Bland, is not that the plan that is in force in the Civil Service Commission?—A. That is not the plan that would be used in connection with periodical ratings proposed in this paragraph.

Q. Excuse me?—A. That form from which you are quoting is not the form that would be used in connection with periodical ratings referred to here.

Q. Well, this is the form that has been in use from 1922 until now.—A. This is the form that is in use in connection with promotion ratings.

Q. Exactly. And that is the paragraph concerning promotions. Promotions are mentioned. That form has not been changed for seventeen years?—A. It has been changed many times.

Q. Yes; but now this is the form that is in use?—A. Yes, that is the form that is in use.

Q. And in fact everyone who has a promotion is rated on a form like that?—A. That is true.

Q. Do you honestly think, Mr. Bland, that this form is fair to the civil servants who are in line for promotion? Does it not give a very wide margin to the man who makes the ratings?—A. As you have pointed out on many occasions, Mr. Pouliot, the rating of personal qualifications is a very difficult thing to do. This form is as fair a form as we have been able to devise, and we will welcome any suggestion that will make it any fairer.

Q. Now, Mr. Bland, you are an intelligent man, and I am sure you will understand what I say to you. Although I have not held any position in the service I have met many people as a member of parliament and I have a considerable experience with human nature and with people, and I will ask you: is it not better to have different forms of ratings for each grade; because what is the necessity for a clerk grade 1, or a stenographer to have ability to plan and supervise work? That is the qualification of a chief, and that is one of the curses at times in some branches of the service, that men who hold inferior positions try to instruct others. Is not this form a standard for all civil servants?—A. Yes.

Q. There is no graduation in that form; it concerns the boys and girls who are in grade 1 as well as those who are receiving \$5,000 a year, does it not?—A. If an employee in grade 1 is being considered for promotion to grade 2 surely some consideration should be given to this employee's ability to plan the work and to instruct and direct others.

Q. Yes; but one has to be rated on "D."—A. What is "D"? I have not got it in this form. There is no "D" on this one.

Q. It is the promotional rating form. As I said, it was sent to us last year with all the other forms of the Civil Service Commission.—A. You are quoting from a new form.

MR. POULIOT: Now, Mr. Chairman, the factors that are to be considered appear on the form entitled "Promotion Rating Form." First, there is seniority (length of service); secondly there is efficiency of service; then there are factors to be considered and they include quality and quantity of work, and there is a paragraph under that heading which states:—

Carefully consider the performance of the candidate, his willingness and application, the accuracy, thoroughness and care with which his work is done, and the amount performed without undue error. Where does he rank between an excellent 100 per cent and a poor 60 per cent? In the column headed "rating" express your judgment by writing the percentage at which you would rate him in comparison with an ideal employee. If your rating is less than 60, place a check mark after the word—unsatisfactory.

There is no margin there although there is another column for "value." Then following quality and quantity of work there is a heading "intelligence, resourcefulness, adaptability." And then follows a paragraph:—

Consider his intelligence, alertness, resourcefulness and adaptability; his ability to understand and carry out instructions; to work without supervision. Again express your judgment as above.

By Mr. Pouliot:

Q. "Consider his intelligence"; what do you mean by intelligence, Mr. Bland?—A. Well, a man's intelligence should be his ability to understand instructions, to carry out instructions in a proper way, to do his work so that no question will be raised about it afterwards; to do a good job and follow instructions.

Q. What do you mean by alertness?—A. Ability to do things quickly, to do the right thing at the right time.

Q. And what do you mean by resourcefulness?—A. Ability to deal with a situation which is out of the ordinary, in a wise way.

Q. Adaptability?—A. Ability to judge his habits, thinking and work so as to suit new conditions.

Q. Do you not think it is pretty hard to give an appreciation of all those accomplishments and rate them as 100 or 60 or unsatisfactory?—A. Sure it is pretty hard, Mr. Pouliot; but will you tell me an easier way to do it?

Q. Yes.—A. That is what I would like to get.

Q. I am coming to that in a moment.

Mr. POULIOT: Then, Mr. Chairman, we come to a heading "conduct in relation to others". And then follows a paragraph:—

Is his manner courteous and cheerful? If required to meet the public can he do so tactfully? Does he co-operate with co-workers? Is he willing, obedient and anxious to assist in the work of the branch? Is he honest, reliable and trustworthy? Again indicate your judgment as above.

By Mr. Pouliot:

Q. Mr. Bland, those are very definite matters?—A. Yes.

Q. But they are all in the same pack. Therefore, if a stenographer is courteous and cheerful but does not meet the public and cannot do so tactfully—she works on her typewriter and does not meet the public—would it not be a reason for the chief who does not like her to give her a bad rating on that heading "does she co-operate with co-workers?" You know very well that most of the people in the service have to do their own work and it is a quality not to bother about other's work. They have their own task to perform and they are supposed to do their work under the instructions of their chief; and it is very seldom to my knowledge that two employees have to work jointly except to correct examinations?—A. Well, with regard to the majority of employees I think they do come in contact with their fellow workers and they can do their work best if they work harmoniously with their fellow workers.

Q. Yes, work harmoniously. It means to mind their own business.—A. Yes, very often it means that.

Q. Therefore, the co-operation is to mind his own business?—A. Not always; sometimes.

Q. It is a new form of co-operation. Is he willing—willing to do the work? Is he willing, obedient and anxious to assist in the work of the branch? Can he be obedient and also unwilling to assist in the work of the branch? They have only their own work to look after. Is he honest, reliable and trustworthy? Again indicate your judgment as above. There are so many things together. It is the same rating for all. How can a civil servant improve

[Mr. C. H. Bland.]

his work by looking at a rating of this kind?—A. I pointed out that it was not—it is not proposed to use that rating in connection with periodic ratings to which you are referring and which is to be shown to each employee.

Q. No; but I find that this rating is all wrong. This rating is all wrong, and it is absurd. I cannot see how it has stood so long. It is because no light has been thrown on the matter.

Now, there is a heading “physical fitness and attendance”. And then there is a paragraph:—

“Is he physically fit for the position he now occupies?”

You know perfectly well, Mr. Bland, that the physical condition of a man or woman can be ascertained only on a doctor's certificate and there are no regular doctor's certificates being asked by the Civil Service Commission or by the departments except upon entrance into the service?—A. Oh, yes, they are asked for on many occasions. Doctors' certificates are secured on many occasions from the medical officers of the Department of Health.

Q. Is it regular?—A. Regular? Yes.

Q. And, therefore, is this rating made only after the report of the medical officer?—A. Not only, but often accompanied by.

Q. Often?—A. Yes.

Q. Not always?—A. No.

Q. How can a man in the Civil Service Commission decide upon the physical fitness or the physical condition of anyone that he does not know and sees for the first time?—A. Any good supervisor can tell fairly well if an employee is doing his work well and whether or not his health is good as shown by his attendance.

Mr. HARTIGAN: His state of health might be obvious.

The WITNESS: Yes.

By Mr. Pouliot:

Q. I proceed to quote: “Is he in possession of the requisite health, strength and other physical attributes necessary for the work? Is his attendance regular and punctual? Indicate your judgment as above.”

Here again it is all wrong, because you are considering the physical condition of the man and his punctuality and his attendance. I find it all wrong; it is mixed up. I would like these forms to be changed in fairness to all employees of the civil service of Canada, and I would like to have special forms for each grade of employees, because they do not all do the same work. There should be particular forms for lower grades to teach them their business and to mind their own business. They should be clean and punctual and they should have discretion. That is not mentioned, but they should have many other qualities. I submit, Mr. Chairman, that the sub-committee should meet and tell the Civil Service Commission what are the qualities to be expected from the civil servants for their rating for promotion or reclassification, and if that is done you will need no board or board of appeal. The board of appeal should be the minister himself, and if there is something wrong there should be an appeal to the governor-general in council. There should be no interference from the Civil Service Commission with regard to promotions or reclassifications. As I have said, there is no reason for the organization branch of the Civil Service Commission. I believe it should be the minister's business to decide who is to be promoted within the government, provided there are open ratings which are clear enough to give an opportunity to the employee to improve his work with regard to the bad marks he has on some particular subjects; and that may prevent favouritism, as Mr. Bland has admitted already, by being seen by all those within the unit.

The CHAIRMAN: I understand that Mr. Pouliot moves that recommendation 16 be amended to read as follows:—

Your committee recommends that in connection with the ratings on efficiency and fairness on which selections for promotion are largely based, the fitness and efficiency ratings be made by the immediate supervisors of the applicants and reviewed by the board of three departmental officers.

Your committee recommends that a system of periodical ratings recording the efficiency of employees be established for use in connection with promotions, classifications, salary increases and retirements, and that the employees shall be advised of the result of all his ratings and shall have the right to appeal such ratings to the board mentioned in the preceding recommendation.

Mr. HOWARD: Don't you think you had better put in the second line where you refer to ratings on efficiency and fitness the words, "on which selections for appointment or promotions"?

The CHAIRMAN: Appointments are not made like that at all.

Mr. HOWARD: No?

The CHAIRMAN: Appointments come up after a competitive examination.

Mr. HOWARD: O.K.

(Carried.)

The CHAIRMAN: No. 17.

Mr. HARTIGAN: I consider that No. 15 is one of the most important clauses in the whole report. Now, when I was speaking about the third appointee to an investigation committee I did not mean it to consist of an appointee of the civil service organization, the Civil Service Commission and the department. The civil service organization should have their nominee. That is one nominee you cannot change. As regards the deputy head of the department affected, the second nominee should be by the deputy head of the department affected or a nominee of the chairman of the Civil Service Commission, and would naturally be drawn from the civil service, and in the last analysis the Civil Service Commission would have the appointment of that man. That is why I say the third nominee should be an independent man; because one of the most damaging things to the whole civil service organization and set-up which we had last year was the fact that you have interdepartmental politics, and that is brought about by so many relatives and so many of one family being in the civil service in certain sections. I think our remarks should be very short and I will not take very long. I want to expedite the business of the meeting. However, a word to the wise is sufficient. Throughout all the evidence we heard last year we found there was interdepartmental politics and we found that there were so many relatives or members of one family taken into one section of the civil service. Now, throughout the business world to-day—I venture to say in any corporation, organization, wholesale establishment or probably newspaper—I do not know whether it is so in this city or not—but I know that from where I come the various newspapers will not take two of the same family on the staff. They make it a rule that only one out of a family may be employed. Now, as there are so many relationships between the various members it is very important here that the third man should be an independent person if you want to give the civil servants a real chance.

The CHAIRMAN: You want to introduce another system and have a new organization including an outside paid man. This man will not do this work for nothing.

[Mr. C. H. Bland.]

Mr. HARTIGAN: This will be a man appointed as an umpire by the two parties. I do not suppose that this condition of things would be very frequent. If a number of those cases were adjudicated by a third man, the occasions on which an umpire would be necessary would grow less and less.

The CHAIRMAN: What would you think of Mr. Glen's suggestion; he wants an independent board altogether?

Mr. HARTIGAN: No. That is foolish. We are paying two of the board. Here is a nominee of the civil service organization. They will put up their nominee, and the Civil Service Commission or the head of the department affected are both the same. It is all the same as far as that goes. Your independent man is the third man.

The WITNESS: May I make one remark. I think Dr. Hartigan would like to know that this suggestion that I nominate a third man is not my personal recommendation. It was a recommendation made in 1935 by the organizations of the civil service. As far as I am concerned, I have no desire to be a member of that board.

Mr. HARTIGAN: Don't misunderstand me. I am satisfied whether you nominate the third man or the deputy head.

The WITNESS: That is not my personal recommendation.

Mr. HARTIGAN: But the third man should be independent.

Mr. CLEAVER: This board of appeal is more or less a new matter, and I suggest that we give it a fair trial. We look to the heads of the department and to the Civil Service Commission to secure efficiency in governmental affairs—in the administration of government affairs in Canada—and I do think that we should at least try this out and see how it will work. I have one suggestion to make, however, and it is this: I would not want the finding of this board of appeal to simply be an expression once again of a pious hope, and I would suggest that the words should be added: "the finding to be final" and have it put into effect as it stands now. The recommendation is that it be referred to a body having jurisdiction. I do not think it is sufficient to report the findings; I think the findings of this board of appeal should be final and should be put into effect.

The CHAIRMAN: Mr. Band says that concerning increases or compensation for service this board would recommend to the treasury board to pay out this money, but you cannot force the treasury board to follow the findings as to increases of salary made by these three men. Difficulties occur in regard to pay in these cases. In many instances now a man believes he is not sufficiently paid. He would come before this appeal board, and when this appeal board rendered its decision to the treasury board the treasury board would have to pay the amount, would it not?

Mr. CLEAVER: In reply to that question I would like to ask another. Is the appeal board to have any authority? Is this appeal board to do anything? Is this appeal board to accomplish anything? If so, its findings must necessarily be put into effect. We, surely, are not going to hand the civil service of Canada an empty appeal board with no power to put its findings into effect. Why have it at all?

The CHAIRMAN: They report to the departments or the treasury board; but I do not believe we could force the treasury board to take a decision of that nature.

Mr. CLEAVER: I cannot see any reason for having an appeal board if you are going to question its ruling; and I will move that the recommendation be amended by having the final words added at the foot of the report.

The CHAIRMAN: What are those words?

Mr. CLEAVER: "To be final and put into effect."

Mr. HARTIGAN: This section 15 presupposes the fact that we have made reorganizations and classifications, does it not? This section 15 presupposes the fact that reorganization is going to be put into effect; that is, that you are going to do away with 2,000 classifications and bring the number down to a small number of classifications with a salary range. Why should it be a question of wages? Would not the person automatically know when he is in his own classification? It would not mean such a big volume of money depending upon the decision of these arbitrators.

The CHAIRMAN: Dr. Hartigan, there is not a day when civil servants do not come into my office, and do you know what they complain of?

Mr. HARTIGAN: What ?

The CHAIRMAN: That they are not well classified and not well paid; that it is the fault of their superior officers not recommending them for this classification or this promotion or this salary. Now, those are the complaints to come up before the appeal board. If it is decided that the country is going to have to pay a man more, I do not believe that this board would ever have jurisdiction to tell the Treasury Board, "You are going to pay that amount of money." With a broader classification you are going to eliminate a lot of that.

Mr. CLEAVER: I would like to put a question to you pointedly: Is it the intention that this appeal board shall be of positively no assistance to the employees?

The CHAIRMAN: No.

Mr. CLEAVER: And have no power or effect at any time? If so, I move that the whole section be struck out. I would not be a party to such hypocrisy. That is all it is.

The CHAIRMAN: We have been working on it for ten years—trying to have an appeal board for the civil service.

Mr. HOWARD: I am going to support Mr. Hartigan's idea, and I think with regard to your appeal board that section 15 should be in, but I agree entirely with you that even the appeal board could not dictate to the Treasury Board. I do not think those words should be added. However, if you are going to have an appeal board at all that appeal board is for a specific purpose. Therefore, you surely cannot have the nominees who are suggested in that resolution. Have one by the complainant, one appointed by the Civil Service Commission, and an independent party. I do not care who it is. You cannot have an independent appeal board unless you have one party who is outside and not connected with either side. That is just British fairplay and justice.

The CHAIRMAN: But this man might know nothing about civil service matters.

Mr. CLEAVER: Mr. Howard, in a private industry under similar circumstances would you look to the head of your department or of your general manager to secure efficiency and fairplay for the employees? Or would you call in some man off the street, some independent party, to adjudicate on the business or the work that is being carried on?

The CHAIRMAN: This appeal board would be a kind of review board on decisions made by the officials giving the ratings.

Mr. HOWARD: Under No. 16.

The CHAIRMAN: If the civil servant is not satisfied with the rating or the decision of this official he says, "Now, let me go before three other people, one appointed by the commission who has knowledge of the work of the commission and of the facts." The second man is appointed by the organization to which the servant belongs. That seems fair. You do not want to throw out the

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department where this man is employed, or the department would have no say. If you believe an independent man is going to cure the ills——

Mr. HARTIGAN: Put the deputy head of the department on—that will cover the whole thing—and put an independent man on with him.

The CHAIRMAN: Do you suggest that these two men, one appointed by the employee and the other by the department, should choose the independent party?

Mr. HARTIGAN: Yes.

The CHAIRMAN: We shall have to fix up some regulation providing payment for the services of this independent man. He will go into something absolutely new to him. He might not be a servant at all.

Mr. HARTIGAN: Mr. Chairman, pardon me for differing with you, but that is a wrong statement. It would not necessarily be something new to him any more than it would be to somebody appointed by the other two. It might be just as new to some man appointed by the other two.

The CHAIRMAN: But any head of a department is going to choose somebody who knows something about the work of the position.

Mr. JEAN: Has not the deputy head of the department already given his decision in that?

The CHAIRMAN: No, not necessarily.

Mr. MULOCK: He is going to appoint somebody who agrees with him.

Mr. JEAN: I think he would be judge in the first instance and judge in the appeal.

The CHAIRMAN: We have just passed and carried a recommendation to the effect that the fitness and efficiency of the servant will be determined by the superior officer. If he makes a mistake, or if the servant is not satisfied, we are saying, "If you are not satisfied, then let us bring this matter before three men familiar with the facts of the system."

Mr. HARTIGAN: If we take it on the basis of any other arbitration dispute where arbitrators are appointed, I would imagine we have to allow for a certain amount of common sense. The nominee of the civil service organization certainly would not agree to a person who did not know something about the system going on there. The nominee of the deputy head of the department or of the chairman of the Civil Service Commission would not, logically, look for somebody who did not know something about the matter upon which they were adjudicating. In that way, you would be assured of somebody knowing the work being chosen.

The CHAIRMAN: Do you suggest that this third party, the independent man, should be a permanent employee of the government of the country?

Mr. HARTIGAN: Make him a nominee of the government, if you want to.

The CHAIRMAN: He will become another civil servant.

Mr. HARTIGAN: Not necessarily

The CHAIRMAN: If you are going to appoint this man, he will.

Mr. HARTIGAN: Not necessarily. He does not necessarily have to be a civil servant.

The CHAIRMAN: He would be in the dominion pay.

Mr. HARTIGAN: No; he would just be a temporary employee, the same as any other arbitrator. When you appoint an arbitrator, you do not employ that man permanently.

The CHAIRMAN: You have 40,000 people in this system. I am only trying to make it clear. I do not want my ideas to dominate the committee. But you have 40,000 civil servants. I do not know ten of those 40,000 who have not

some complaints to make. We are setting up a board to try to meet their grievances and their difficulties. Do you think you are going to find people throughout the country who are going to sit on that board just for the pleasure of sitting on the board? Do you believe that these two men whom you are appointing, according to this recommendation, will have an easy job finding a third man to sit with them in any community?

Mr. CLEAVER: Would they find a man as competent as an appointee of the Civil Service Commission? I doubt it.

Mr. SPENCE: That is the main thing.

The CHAIRMAN: This is the first step that has been taken for the civil service, where we are trying to give them an appeal board. This has not been done in the past. This is the first step. It might not work out satisfactorily.

Mr. CLEAVER: Let us try it.

The CHAIRMAN: Why do we not try it?

Mr. CLEAVER: Let us try it. Then on the other point which you raised, that the accepting and the acting on the award of the appeal board would necessarily mean an increase in salary, may I say that I do not take it that way. I take it that this appeal rating is for the purpose of definitely determining and establishing the qualifications of each individual civil servant, so that when a promotion is to be made the civil servants themselves will know who is the best qualified man for that promotion. I say it is simply setting up a rating; and I do not agree at all that it necessarily follows that there shall be an immediate increase in pay. It simply says that John Jones or Mary Smith, when a vacancy arises and when a promotion is to be made, is the man or the woman qualified for promotion.

The WITNESS: May I say one word that might help in this connection, if the committee wishes?

Mr. O'NEILL: Mr. Chairman, it seems to me that we have a very fine precedent to follow right at the present time. When there is an industrial dispute, the industrialist who feels that he is aggrieved appoints his nominee. Then the industry appoints a nominee. Then those two agree on a chairman; and in the event that they do not agree on a chairman, the Minister of Labor appoints the chairman. It seems to me that in this committee here we could let the man who feels he has a grievance with the civil service appoint his nominee. Let the chairman of the Civil Service Commission appoint his nominee. The chairman of the Civil Service Commission in the great majority of cases has the say-so, the last word, anyway, as regards these grievances. Let him appoint his nominee. Then let the Minister of Labour appoint a chairman; or if it happens to be in the Minister of Labour's Department, let the Minister of Justice appoint a chairman. I do not see why that would not work.

The CHAIRMAN: Your suggestion is that instead of the chairman of the commission appointing the chairman of this appeal board, it would be the deputy head or the minister who would do it?

Mr. JEAN: The minister.

Mr. O'NEILL: Yes. I have no objection to the deputy head doing it; but it seems to me that the chairman of the Civil Service Commission is the proper man to appoint a nominee from the other side.

Mr. CLEAVER: Let us try it as it is.

Mr. POULIOT: Just a word on that, Mr. Chairman. If the appeal board is constituted in any way by any three people, and if they have to decide upon the case of any employee on ratings which are as silly and foggy as those that I have read, they will not understand anything about it. But if the rating forms are more clearly drafted and graduated, there will be no need of an appeal board. Up until now the **only reason for the reclassification being**

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made by the organization branch was in order to be a screen for chiefs who were unfair to the civil servants, chiefs who said to them, "We are ready to help you, but the Civil Service Commission does not agree." The Civil Service Commission is always going by hearsay. Someone said just a moment ago, Mr. Chairman, that if somebody outside of the Civil Service Commission or outside of the department were appointed, he would not be familiar with the whole case. What does the Civil Service Commission know about the work of an employee, except from what is told them by the chief of the branch? They know nothing outside of that. They give their judgment on hearsay evidence. I find that they are all passing the buck, the one to the other, and that is why I object to it. Somebody should assume the responsibility in the department. If the chief of a branch refuses to give good marks to anyone in his branch or in his unit, he will have to assume that responsibility, and he will have to tell the civil servant why he does not give him better marks and why he does not recommend him for promotion and reclassification.

Mr. GLEN: I think Mr. Bland has something to say.

The WITNESS: Mr. Chairman, I think this might help. I am very sympathetic, and I should like to see what Mr. Cleaver has in mind carried out. That is, that these boards of appeal should accomplish something of value. I believe he is thinking of cases of promotion, for example; and in such cases I do not see why the appeal board's findings, an independent appeal board's findings, could not be final. The cases in which there is difficulty in making the appeal board's findings final are cases, for example, of appeals against the discipline of the department. Suppose a man is suspended. He appeals. An independent appeal board is set up, and the independent appeal board is of the opinion that the man should not have been suspended. I think you are going to find difficulty in forcing the minister of the department to accept the appeal board finding in that case.

By Mr. Cleaver:

Q. If he was wrongly suspended, I think the appeal board's order should be put into effect.—A. I do too. But would it not be wiser to have the finding such that it would persuade the departmental head that he was wrong, rather than force him to take it despite his better judgment?

Mr. HARTIGAN: After what Mr. O'Neill said, I think that is a good idea; let the third man or the chairman be appointed by the minister of the department.

The CHAIRMAN: Would you gentlemen agree that the chairman of this appeal board be appointed by the minister?

Mr. CLEAVER: No. You put it into politics right away.

Mr. HARTIGAN: He is only one of three.

The CHAIRMAN: It is pretty hard to get you gentlemen to agree to anything.

Mr. O'NEILL: I want to clear up a misunderstanding on the part of Mr. Hartigan. I did not say that the chairman should be appointed by the head of the department affected.

Mr. HARTIGAN: No.

Mr. O'NEILL: I said he should be appointed by the Minister of Labour; or failing that, if it should happen it was in his department and he was too much affected, then let the Minister of Justice do it.

The CHAIRMAN: Why not say the Secretary of State, who has jurisdiction over civil service matters?

Mr. O'NEILL: That would be all right.

Mr. HARTIGAN: Mr. O'Neill said the Minister of Labour all right. But would it not be more logical to have it done by the minister of the department affected? That would hold good for governments or other bodies. It is only one man out of three.

Mr. SPENCE: What was your former plan for appointing three men?

The CHAIRMAN: One to be appointed by the employee, one by the department and one by the commission.

Mr. JEAN: They are to be three civil servants.

The CHAIRMAN: Nobody seems to agree.

Mr. SPENCE: I cannot see anything wrong with that.

Mr. CLEAVER: There is not anything wrong with it.

Mr. HARTIGAN: Let us take it.

The CHAIRMAN: Mr. Hartigan moves that we carry No. 15, after adding the words mentioned by Mr. Cleaver.

Mr. MULOCK: No.

Mr. HARTIGAN: All right. Let us have another. We will get a solution.

The CHAIRMAN: I shall read over this recommendation, and we shall try to come to some decision. It reads as follows:—

To facilitate the adjustment of complaints of civil servants, where such complaints cannot otherwise be adjusted, your committee recommends that such complaints be adjudicated by a board of appeal, consisting of a nominee of a civil service organization named by the appellant, a nominee of the deputy head of the department affected, and a nominee of the chairman of the Civil Service Commission, the latter of whom shall be chairman of the board, the findings of the board to be referred to the body having jurisdiction over the matter concerned.

Mr. SPENCE: That resolution should carry, if you have any confidence in the Civil Service Commission at all.

Mr. HARTIGAN: I will move another resolution, just to sound out the committee. There is no use wasting time arguing over it. I will move another resolution, in the same words as this one, with the exception that the chairman be appointed by the minister of the department affected.

Mr. HOWARD: I would second that.

Mr. SPENCE: You are getting it back into politics.

Mr. HARTIGAN: You have two men outside; you have the nominee of the organization of the civil servants and the nominee of the chairman of the Civil Service Commission.

The CHAIRMAN: We shall have to change this part, which reads "a nominee of the deputy head of the department affected." Instead of that we shall have, "a nominee of the head of the department affected."

Mr. HOWARD: Yes.

Mr. JEAN: A nominee of the appellant, a nominee of the chairman of the Civil Service Commission, and then a third one.

Mr. SPENCE: It is not an industrial matter we are dealing with at all. We need not go to the Minister of Labour. We do not need to do that.

Mr. JEAN: The one who is to be the chairman of the appeal board, to be appointed by the minister. I should judge that minister should be the Secretary of State.

Mr. CLEAVER: You put it into politics right away if you let the minister make the appointment.

Mr. HARTIGAN: There are two civil servants, and probably his appointee would be a civil servant.

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Mr. CLEAVER: Why, "probably it would be a civil servant?"

Mr. HARTIGAN: You do not know what is in his mind.

Mr. CLEAVER: Of course I do not. I say it is putting it into politics if you let the minister make the appointment.

Mr. HARTIGAN: Is it put into politics if you let the deputy minister make it?

Mr. CLEAVER: No.

The CHAIRMAN: We shall have to come to a decision. There are two main propositions now. The first one is, as it stands here, that of the three people, one shall be appointed by the employee, one by the deputy head of the department and one by the chairman of the Civil Service Commission. The second idea is that one shall be appointed by the employee, one by the commission and the third man, who will be chairman of that board, shall be appointed by the head of the department.

Mr. CLEAVER: Or minister.

The CHAIRMAN: In the law they always say "head or deputy head" of the department. If you wish to take a vote on this proposition, all right. Who moves the first motion, or the first recommendation?

Mr. CLEAVER: I move that the personnel of the appeal board be as recommended by the committee, namely, one representative from the association, one representative appointed by the department interested and one representative by the Civil Service Commission. That is my motion.

The CHAIRMAN: There is an amendment.

Mr. HOWARD: I second it.

The CHAIRMAN: There is an amendment by Mr. Hartigan which would read, "one nominee by the appellant, one by the chairman of the Civil Service Commission and a third one, who would be chairman, by the head of the department."

Mr. SPENCE: You all talk at one time. We cannot hear the chairman.

The CHAIRMAN: The amendment moved by Mr. Hartigan would read that the appeal board would consist of a nominee of the civil service organization named by the appellant, that is the servant; a nominee by the chairman of the Civil Service Commission and a nominee, to be chairman of the board, to be nominated by the head of the department. That is the amendment.

Mr. HARTIGAN: The head of the department affected, is it not?

The CHAIRMAN: Head of the department affected. Now, gentlemen, we will have to get your opinions on this amendment. Will those who favour the amendment please rise? There are eight in favour of the amendment. Will those opposed to the amendment please rise? There are four. The amendment carries. The same division of opinion exists on the main motion?

Some Hon. MEMBERS: Yes.

Mr. CLEAVER: If that is the vote, then I propose that the judgment of the board of appeal should be respected.

The CHAIRMAN: Mr. Cleaver moves that the last two lines of the recommendation should read that "the findings of the board to be final and to be reported to the body having jurisdiction over the matter concerned." That is, the word "final" is added to it.

Mr. CLEAVER: Yes.

Mr. O'NEILL: I think Mr. Bland pointed out that you cannot very well make that final. If it is a case of a raise in wages, I do not see how you are going to make that final. If a man has been dismissed from the service, you might make that final.

Mr. CLEAVER: Would anyone of the committee please tell me where there could ever be a question of a raise in wages, where a vacancy occurs? Apparently I have not made myself clear. I understand this rating to be such that when a vacancy happens, then you have a qualified person to take it. This has nothing to do with salary until a vacancy occurs. When a vacancy occurs, then you have these ratings all set up as approved by your appeal board, and the highest person is promoted to the vacancy. There is no question of salary involved.

Mr. HARTIGAN: Classification.

Mr. CLEAVER: Just classification.

Mr. O'NEILL: There is salary involved. I have a case right in mind at the present time where a vacancy occurred for a position that was paying \$105, and the new man who goes into it gets paid \$60. Do you see any justification for a thing like that? As far as I am concerned, I cannot.

The CHAIRMAN: You may leave in the word "final" if you read it the other way: "the findings of the board to be final and to be reported to the board having jurisdiction over the matter concerned." It may be final with the appeal board, but the body you are reporting to is at liberty to take another position.

Mr. JEAN: I will second Mr. Cleaver's motion.

The CHAIRMAN: Does the amendment by Mr. Cleaver carry?

Mr. POULIOT: Will you please read that again, Mr. Chairman?

The CHAIRMAN: Yes: "The findings of the board to be final and to be reported to the body having jurisdiction over the matters concerned." The finding of the board is final. They report. What the other body will do about it is up to them.

Mr. JEAN: The other body will do as they please.

Mr. CLEAVER: If that is the way the committee view it, my amendment is being misunderstood. My amendment, as I had it drafted, was in the following words, and I should like the clerk to take them down. These words were to be added at the end. I will read a little of the context so that you will understand it. It reads as follows: "The findings of the board to be reported to the body having jurisdiction over the matter concerned, to be final and put into effect."

The CHAIRMAN: To be final and which?

Mr. CLEAVER: And put into effect.

Mr. POULIOT: The "bodies" concerned—the Civil Service Commission. Would you have any objection to having the plural word "bodies" in there?

Mr. CLEAVER: That is all right.

The CHAIRMAN: Mr. Cleaver's amendment will read as follows: "The findings of the board to be reported to the bodies having jurisdiction over the matter concerned to be final and put into effect."

Mr. JEAN: I second that.

Mr. SPENCE: You make that impossible.

The CHAIRMAN: Is there any objection to that, gentlemen? You are overlapping the Treasury Board's jurisdiction right there.

Mr. O'NEILL: I am against that.

Mr. HOWARD: I would not put that in.

The CHAIRMAN: There is a statute governing the treasury board.

Mr. CLEAVER: I should like someone to be good enough to explain to me why. My understanding of these annual ratings is that the merits of all the different employees will be set up in a report, so that when a vacancy happens

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or a promotion is to be made, the man with the highest rating will get that position. I cannot see anything wrong about that.

Mr. SPENCE: That is perfectly all right.

The CHAIRMAN: Mr. Cleaver, the difficulty is in the compensation. It is a money question. Do you know the way in which they actually proceed? The commission reclassifies and promotes the servants, but they have got to report to this treasury board to get authority to put the man in the position.

Mr. CLEAVER: I am satisfied with that.

The CHAIRMAN: And the treasury board does not always accept their decision.

Mr. CLEAVER: I am not quarrelling with that. But I do say that, when a promotion does occur, the high man should get it. The rulings of the board of appeal in setting up those different ratings should be final in that regard. In other words, if in the post office department the board of appeal finds that John Jones is the man with the highest record in that certain branch, when a vacancy occurs for promotion, he is the man who should get it.

The CHAIRMAN: That does not mean that the treasury board is going to do that.

Mr. CLEAVER: No. I am not suggesting that we should dictate to the treasury board. But I am suggesting that when a promotion is made, the man with the highest record should receive that promotion.

The CHAIRMAN: Are we agreed as to that amendment, gentlemen?

Mr. O'NEILL: I do not see just how we are going to agree to that. I have not any objection to it, but it says here, "the efficiency of the employee to be established for use in connection with promotion." That is promotion. That is quite all right. But let us take salary increases. Suppose some employee figures that he has not received a salary increase that he should have received. We know very well there are some complaints at the present time about salary increases. Suppose you submit one of those to this committee, and the finding of this committee is that that salary increase should be granted. Are we going to tell the treasury board that that is final, and they cannot do anything about it?

Mr. CLEAVER: No, no.

The CHAIRMAN: Order, gentlemen.

Mr. CLEAVER: That is not my intention at all. If the motion reads further than that, it should be amended. I say once again that my intention is that all of the civil servants should be rated so that when a promotion is to be made the man with the highest rating will get that promotion.

The CHAIRMAN: Then would you limit your amendment to promotions?

Mr. CLEAVER: Yes, quite.

The CHAIRMAN: Then your amendment will read, "the findings of the board to be reported to the bodies having jurisdiction over the matter concerned to be final concerning promotions and put into effect."

Mr. CLEAVER: Quite. I am satisfied.

The WITNESS: All right.

Mr. POULIOT: Promotions and reclassifications.

The WITNESS: You cannot do it with that.

The CHAIRMAN: That is where the trouble comes in.

Mr. CLEAVER: I would not say reclassification; I would say promotions.

The CHAIRMAN: Promotions. Do we agree on that?

Some hon. MEMBERS: Yes.

The CHAIRMAN: Then it is carried. Now we come to No. 17. I would ask that we keep a quorum in the committee, because if we do not we cannot continue. We have just a quorum now, so watch your step.

Recommendation No. 17 reads:—

Your committee recommends that promotions shall not be made effective until after the expiration of fourteen days so as to permit the making of an appeal to the board mentioned in your committee's fifteenth recommendation, and in the event of such appeal being made, that such promotion shall not be made effective until the appeal has been disposed of.

Mr. HOWARD: All right.

Mr. CLEAVER: Carried.

The CHAIRMAN: Then that is carried. Then we have No. 11. Although Mr. Golding is not here, I saw him this morning and told him that it would be wise that he be here while we discussed this No. 11.

Mr. HOWARD: He was here. He is at another committee meeting.

Mr. O'NEILL: I suggest that we go on with No. 11. Mr. Golding is not here now, it is true; but I do not know why this thing should be held up any longer.

Mr. CLEAVER: I would move, Mr. Chairman, that section 11, as it appeared in last year's report, should be adopted this year.

Mr. HOWARD: What was Mr. Golding's amendment?

Mr. CLEAVER: He is supporting section 11 as it appears. He left some notes with me, and I will do the best I can to present his views to the committee. Section 11, as adopted last year, reads as follows:—

Your committee recommends the commission may, at the request of the department concerned, but subject to the approval of the treasury board, appoint without competition any person who has already held a permanent position in the civil service and who has resigned, to the same or a similar position within the department if the department and the commission are satisfied that such person is deserving of such appointment, is not over fifty-five years of age, is of good character and in good physical condition.

In other words, as I understand the recommendation, it gives the commission power to exercise discretion as to the appointment of anyone who has previously been in the service. I understand that sometimes, in the past, these appointments have been made where the commission did not have discretion, and they were made by the round-about route of setting up special qualifications that would fit only the man they wanted to appoint. This is bringing the whole matter into the open and asserting the right to do what has already been done in the past—I do not use the words in the form of criticism—under cover. I am supporting that, and I understand that is Mr. Golding's contention.

Mr. SPENCE: I think that would meet with the approval of the Civil Service Commission, would it not, Mr. Bland? You might as well say so.

By Mr. Mulock:

Q. Mr. Bland, could you withstand pressure?—A. The feeling I have about it is that this is a bit too wide. As I said at the last meeting, there are cases—such as those Mr. Jean and Mr. Golding brought up—where I think it is desirable that persons who have resigned should not be brought back into the service without a competition, openly and aboveboard. But I do believe that this recommendation, as it stands at the present time, is a pretty wide

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recommendation which may result in a good deal of pressure to have brought back into the service a great many people who have left it in order to try other positions and who subsequently found they wanted to come back again.

Mr. CLEAVER: That was not the intention.

The WITNESS: I know it was not, but I am afraid it might lead to that.

Mr. CLEAVER: If you would suggest an amendment, we could consider it.

Mr. O'NEILL: I think there is something else to be taken into consideration in connection with this No. 11. We had it pointed out by Mr. Tomlinson the other day when we were discussing retirements. It has been pointed out that people come into the service who reach sixty-five years of age, but who, on account of the short time they have been in the service, have no superannuation.

The CHAIRMAN: I am sorry, but this is on appointment.

Mr. O'NEILL: I understand it is. But you say fifty-five years of age. Then you take them in at fifty-five years of age, and when they come to retire at sixty-five they will say, "Now you are not going to throw me out on the street, are you? I have only had ten years, and have not got any pension." Those are some of the things that should be taken into consideration. Then there is another thing. During 1927 and 1928, just prior to the financial crash in this country, you had a great number of people who left the civil service believing they could better themselves in commercial life. That did not turn out to be the case. They have not bettered themselves, and they would be very happy to get back into the service now. Are you going to leave this thing wide open?

The CHAIRMAN: Forty-five years.

Mr. O'NEILL: Should it not be limited to two years out of the service, or three years?

Mr. CLEAVER: I think it would be quite satisfactory to Mr. Golding if you were to restrict it to two years.

Mr. SPENCE: How would it be to leave this to Mr. Bland and have him make a recommendation at the next meeting?

The CHAIRMAN: Mr. Bland has made three recommendations about it.

Mr. SPENCE: He agrees with it to a certain extent, but thinks it is too wide.

The CHAIRMAN: Mr. Bland says it is opening the door.

Mr. SPENCE: I can see the bad effect of it, if you open the door entirely.

The CHAIRMAN: Those people who left the service did not better themselves, as Mr. O'Neill has said, and they want to come back.

Mr. CLEAVER: Then I would suggest, in order to meet Mr. O'Neill's objection, that the words "within a period of two years" should be inserted after the words "civil service" in the fourth line of the recommendation.

The CHAIRMAN: After "held a permanent position in the civil service"?

Mr. CLEAVER: It will read, "already held a permanent position in the civil service within a period of two years".

Mr. HOWARD: I do not want to object to it, because I am not well enough posted, and I was not on the committee of last year which drafted this recommendation. But are we not taking chances, by putting that resolution in, that people in the service will step out and try something else, and when they find it is no good, will come back?

The CHAIRMAN: That is one of the reasons we put that in.

Mr. HOWARD: I think we had better leave it out.

Mr. POULIOT: Besides that, with all due deference to every member of the committee, all other recommendations except this one are recommendations that

apply to everyone. This is an exception. It is a recommendation for exceptions, and it is most dangerous. I am radically opposed to exception laws. Everybody in the land should be subject to the same laws. Therefore, I do not see how I could stand for it, although I have much deference for both the member who has moved it in the first place, and the other member who spoke in favor of it this morning. But I find it most dangerous.

The CHAIRMAN: We will have to come to a decision on it, I suppose.

Mr. SPENCE: We should not come to a decision on this point unless we can get some more information from Mr. Bland.

The CHAIRMAN: He is at your disposal right now. He will give you all the information that you want.

Mr. GOLDING: Mr. Chairman, I do not want anybody to change his opinion in deference to me, or as a result of anything I may think or say. I want everybody to use his own opinion and act according to his best judgment. The situation, as I see it, is that the department, the treasury board and the Civil Service Commission are simply tied up so that they cannot give consideration to any deserving case that may arise. I spoke to the chairman of the commission last year about this, and he expressed himself at that time as though he would like, or the commission would like to have some discretionary power. I think, if I remember rightly, he said, "you either trespass or you do not trespass". I was reading an article in the *Financial Post* last year which I think I should bring before the committee at the present time. It refers to Mr. Norman Robertson. The article says that he was another of the gentlemen who had won the confidence of the succeeding ministry. They were speaking about the three gentlemen who were over arranging this trade agreement. The article goes on.—

Like Mr. Wilgress, he has taken part in the Imperial trade negotiations of 1932, had a hand in the previous Canada-United States Treaty of 1935. He has been the senior trade official of the Canadian mission at Washington negotiating the present tripartite trade agreement.

Reserved and a little shy, Mr. Robertson waited long for full recognition of his ability. He was another example, however, of the prophet not without honor save in his own country.

When Harvard University wanted an understudy for its chair of economics it came to Ottawa and snatched Mr. Robertson from the unwary eye of the Canadian government, at a salary more than double that of his civil service post.

It was not long before Mr. Bennett realized his mistake. To correct it he deliberately violated Canada's Civil Service Act to get the economist back into the Ottawa fold.

That is the statement. I do not know whether that statement is correct. But I would say that when you have an Act which is so rigid that even the Government of Canada cannot put a man back into a position which he has filled, and when they think the country still needs to fill it, then I submit that that Act is altogether too rigid for the interests of Canada itself. I am not going to labour this point at all. I have brought this matter to the attention of the committee. We dealt with it last year and it was passed. But I do say that if the members of this committee have not any confidence in the department itself, if they had not any confidence in the treasury board and if they have not any confidence in the Civil Service Commission itself, to deal with cases such as these—well, that is quite all right. But I take the very opposite view. I want to say now that I have confidence in the department,

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in the treasury board and in the commission to deal with exceptional cases, should they arise. This clause says:—

Your committee recommends the commission may, at the request of the department concerned, but subject to the approval of the treasury board, appoint without competition any person who has already held a permanent position in the civil service and who has resigned, to the same or a similar position

It does not follow that the department has to do that. It would only be done in a case where the department would be willing to do that. They would want to do that, and they could do it with the approval of the treasury board and the Civil Service Commission. It would be a case where the department would be anxious to have somebody in that department. Under this clause they could have that person, subject, of course, to the approval of the treasury board and the commission. That surely seems to me to be safeguard enough. As I say, I personally would have every confidence in the department, in the treasury board and in the commission to deal with cases of this kind.

The CHAIRMAN: Mr. Bland will give us his opinion.

Mr. BOULAGER: It seems to me that the idea behind this amendment—and I say it with all due deference—is not so much to improve the civil service of Canada as it is to help certain persons in special circumstances. I do not think we should legislate for private interests. We should not let private interest prevail over the general interest.

Mr. O'NEILL: As far as I am concerned, I want it distinctly understood that it is not because I have not any confidence in the chairman of the Civil Service Commission, in the treasury board or in the cabinet that I oppose this. That is not the idea at all. But we have a great many laws that bind these people down. It is not because we do not trust them. They would not want to have that wide open themselves. They would not want that. What you are doing here is just providing special legislation to fit special cases; and whenever you start in making legislation of that kind, then you start in to have trouble. I do not know of anything that would leave this more open to party politics than this very thing "at the request of the department." The department—that is the minister—requests it. Certainly nobody under the minister is going to object very much to the minister's wishes. Then he takes it to the treasury board, and he is a member of the treasury board. There are only five people on the treasury board. He makes it known to the treasury board that he wants so-and-so back in the department, and I think it goes without saying that he is back there right then. I do not think this is good legislation.

Mr. CLEAVER: After listening to the discussion, I wish to propose an amendment which may meet with everyone's approval. I have drafted it in order to cover, if possible, both points that have been discussed. I do not think any member of the committee wants to put either a department head or the commission in the position where they must do under-cover or by a back-door method something which they should be allowed to do openly. This is my suggestion:—

Your committee recommends that, as to all key positions which require the appointment of an official with special qualifications, the commission may, at the request of the department concerned, but subject to the approval of the treasury board, appoint without competition a person who has already held a permanent position in the civil service.

The CHAIRMAN: That is section 59 of the act. You have got that right here in your act.

Mr. CLEAVER: I do not believe that you have got it now in the act. I think your act ties you down in another section as to age limit.

Mr. GOLDING: That is right.

Mr. CLEAVER: My recommendation has no ties as to age limit. I say, "may appoint any person"; and if you want to make it clearer you can say, "any person, irrespective of age."

Mr. MULOCK: How about retirements? What would you do in that case? I should like to ask Mr. Cleaver a question through you, Mr. Chairman. Suppose you take a man fifty-five years of age back into the service. This is the point that Mr. O'Neill brought up a few moments ago. He comes to sixty-five. We have not settled that section yet. What are you going to do? Are you going to keep him there until he is seventy-five or eighty years of age, when he can be retired and get a retiring allowance under the superannuation fund?

Mr. GOLDING: No.

Mr. CLEAVER: I have been asked a question and I will give a frank answer. If, in the opinion of the head of the department, in the opinion of the treasury board, and in the opinion of the Civil Service Commission, Canada needs a man with special qualifications sufficiently badly for those three bodies to request him, then I would say that he should be fairly treated in regard to superannuation. When we come to the superannuation section, I have there again a closely worded amendment that I think would cover that, without creating a hardship or without creating undue favouritism.

Mr. MULOCK: All right. You have mentioned the question of fair treatment. That is all right. But what do you mean by fair treatment? Are you going to keep a man there until he is seventy-five or eighty years of age in order to let him qualify for that superannuation?

Mr. CLEAVER: No. I would keep him so long as those three departments consider it wise—those departments being the Civil Service Commission plus the department plus the treasury board.

The CHAIRMAN: Would you gentlemen like to hear Mr. Bland on that?

By Mr. Goulding:

Q. I should like to ask Mr. Bland a question in connection with that clipping, part of which I read. Is there anything in that story? Did it happen?—A. No. The facts are wrong in that case. I will include that in what I have to say.

The CHAIRMAN: Mr. Bland will give his opinion.

Mr. GOLDING: Tell us the facts.

Mr. BOULANGER: How does section 59 read?

The CHAIRMAN: It is exactly what Mr. Cleaver has in mind. It reads, "In any case where the commission decides that it is not practicable in the public interest to apply this act to any position or positions, the commission may, with the approval of the Governor in Council, exclude such position or positions in whole or in part from the operation of the Civil Service Act." When they decide it is not practicable or in the public interest to apply the act, they may do that.

By Mr. Mulock:

Q. Mr. Bland, under that you could appoint Mr. Robertson in the case that was mentioned by Mr. Goulding. Is that what was done?—A. No. I think the facts are wrong in that case. I think that Mr. Robertson had leave of absence. I do not think there was any action necessary to reinstate him. If I might say so, there are occasional cases—but only occasional cases—in which persons have been out for a limited period, after a long period of satisfactory service in the government, and where it is desirable that they should be brought back again. I should like to stress the point which Mr. Boulanger raised, if I may. I think the predominant issue is not the right of the individual but the good of the service. I think wherever the public interest, the interest of the service,

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would benefit by our employment of an individual, then the commission would be justified in doing it, if the committee favoured the idea; but we would have to restrict it to cases where the public interest alone would benefit. I would suggest, I think, adding to the section as it stands at present—and making it a condition precedent that the department, the treasury board and the commission agree on this point—that such appointment, without competition, is in the public interest.

Mr. HOWARD: That is all right.

The CHAIRMAN: Would that be fair?

Mr. SPENCE: I think that gets over the difficulty.

The CHAIRMAN: It will read: "May, at the request of the department concerned, but subject to the approval of the treasury board, appoint without competition——"

The WITNESS: Just add it to the whole section as it stands at the present. I think the last sentence reads. "Any person who has already held a permanent position in the civil service and who has resigned, to the same or a similar position within the department, if the department and the commission are satisfied that such person is deserving of such appointment, is not over fifty-five years of age, is of good character and in good physical condition." I suggest adding these words, "and that such appointment without competition, is in the public interest."

Mr. CLEAVER: Right.

The CHAIRMAN: Adding, "and such appointment, without competition, is in the public interest."

Mr. HOWARD: Carried.

The CHAIRMAN: No. 11 carried as amended. Then there is only one more recommendation left to be studied, and that is No. 23. The sub-committee's report on that reads:—

That No. 23, on account of a divergence of opinion among the members of the sub-committee, be further studied and decided by the committee.

This has to do with the retirement age limit of sixty-five. The recommendation of the committee of last year reads:—

Your committee recommends that no male employee shall be retained in the civil service beyond the age of sixty-five years and no female employee beyond the age of sixty years, and that such retirement be made compulsory without any extension.

Mr. CLEAVER: The mover and seconder of the resolution for the adoption of this recommendation were good enough at our last meeting to lay it over so that we would have a chance to consider the matter. I should now like to have an opportunity of asking the witness just a few questions based on that, if I may.

The CHAIRMAN: All right.

By Mr. Cleaver:

Q. Mr. Bland, can you tell us how many appointees would be affected by this proposed change?—A. All my answers in this connection, Mr. Cleaver, are somewhat indefinite because of the fact that the Civil Service Commission, under the Civil Service Act, has no jurisdiction over questions of superannuation, that being under the jurisdiction of the Department of Finance and the Superannuation Act. I think, however, that a return was made last session that approximately 465 employees were at that time over six-five years of age.

Q. That answers the question satisfactorily.

By Mr. Golding:

Q. How many?—A. Four hundred and sixty-five.

By Mr. Cleaver:

Q. Then can you give us a salary list or a classification limit that would keep that discretionary power within bounds, so that it could be exercised only in instances where it is for the good of the service to exercise it?—A. Well, the situation is——

Q. I refer to the higher people, the key positions.—A. Again I am subject to the evidence before the Superannuation Committee. The situation, as I understand it, is that the exceptions are not based upon salary or upon classification. They are based largely upon compassionate grounds.

Q. Leaving compassionate grounds entirely out of consideration, and considering only the good of the service, what would be your suggestion as to a salary limit or a classification limit to properly restrict the discretion?—A. I think, in principle, retirement at sixty-five is sound. But I think that there are cases in which the minister may consider it in the interest of his department to recommend one extension—perhaps not more than one, but one extension—above that limit.

By Mr. Mulock:

Q. For one year?—A. For one year.

By Mr. Cleaver:

Q. You are fully aware of the fact, Mr. Bland, that many leading professional men make perhaps their best contribution to the public after they reach the age of sixty-five?—A. That is right.

Q. That being so, let us consider, for example, a position like that of our commissioner of tariffs. Would you not consider that the experience which Mr. Hector McKinnon has gained through the years might be of sufficient value to Canada that it would be wise to continue him in his position over the age of sixty-five?—A. Yes, I think there may be cases. In fact, I can quote you one, although I prefer not to mention names. I know of a case in point at the present time where the legal officer of a fairly small unit is approaching his sixty-fifth birthday. He has no understudy; there is no one helping him who is in a position to step into his present position. If he goes at sixty-five, that small local unit will be seriously handicapped.

Q. Would you say that, on account of his age, his handling of the work is in any way affected?—A. No; I do not think it is in any way prejudiced.

Q. It is not prejudiced?—A. No. I do not think it is in any way prejudiced. My own opinion would be that it would be in the public interest to retain that man for a brief period until somebody else has been trained.

Q. What salary is he being paid?—A. Around \$5,000.

Q. Then if we should restrict this discretionary right to extend the time to, say, positions commanding a salary in excess of \$4,000, would that meet the requirements of the case?—A. I do not think so, for the reason that it would cover certain cases of the kind I have just indicated, but would not cover others. It would not cover the case of an employee with a small salary who reports to his minister, for example, within the last six months of his sixty-fourth year, that his wife has been stricken with a serious malady, has been removed to the hospital and will be in the hospital probably for the remainder of her days. In a case of that kind I think the minister is bound to feel that an extension of one year is in order and should be granted.

Q. Would you say that there has been any serious abuse of this discretionary right?—A. I think there has been a decided improvement in the

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situation, and that the principle of retirement at sixty-five has been carried out much more effectively and much more completely in the last few years than was the case before.

Q. Do not the figures you have given us indicate that there has not been any abuse of that?—A. Well, I would not like to say that there never has been any abuse. I think at one time it was perhaps the custom—

Q. I am talking about the present. I am asking if the figures do not indicate that at the present time there is not any serious abuse of that discretionary right?—A. I should like, if I may, to give to the committee the figures at the present time. I think they would show that there has been a reduction from the figures of last year.

Q. Perhaps you would do that.—A. I should like to do that. I will get them. I think the situation has improved. I do not think there is any evidence that there is any serious abuse at the present time.

Q. Then just a question or two on another matter. Under the Civil Service Act ex-service men can be appointed to positions irrespective of their ages?—A. That is true.

Q. If we were to adopt this recommendation and make compulsory retirement at sixty-five effective as to those appointments of ex-service men—men who were appointed perhaps at sixty or fifty—would that not create injustice? Would not that work very serious injustices to make retirement compulsory, without exception, at sixty-five?—A. There would be cases of hardship among the ex-service men appointed at from fifty-five to sixty-five, yes.

Q. Would you feel like recommending that that clause should be excepted from the general rule?—A. I think the minister should be empowered to give consideration to the special problem, yes.

Mr. POULIOT: With regard to that, may I say that I very strongly object to it for the very same reason that I have given. I have made the same objection to No. 11. Is it to be a private recommendation to suit some individual or is it not?

Mr. GOLDING: No.

Mr. POULIOT: The man who enters the civil service at fifty-five knows very well that the superannuation age is sixty-five. If he accepts a job in the service it is with the understanding that the superannuation age will be sixty-five. He accepts the position under those conditions. As I said the other day, Mr. Chairman, the returned men's preference is just a worn-out record. We must think of youth; and if we do nothing for youth, we might just as well stop.

The CHAIRMAN: Perhaps with this explanation we might amend this recommendation by adding the words "to be made compulsory except when deemed against the public interest by the proper authorities."

Mr. MULOCK: I wish to make one remark before you go any further, Mr. Chairman. My friend Mr. Pouliot, referring to the returned men's preference, called it a worn-out—what was it?

Mr. POULIOT: Record.

Mr. MULOCK: Yes, a worn-out record. I must say that I do not agree with him. What I am thinking is that, if certain provisions are extended, instead of helping the returned men's preference you are going to hurt it. That preference will last just as long as public opinion supports it. In trying to extend it beyond the age limit you are not helping the returned men, but you are raising a substantial body of public opinion in protest. There is a large number of young people, including the sons and daughters of returned soldiers, who have the same problem to face to-day as the youth that Mr. Pouliot mentions. I am just afraid that instead of helping the returned men by this suggestion you may be, in fact, doing them harm, with respect to the

present preference which they have and which they deserve. I want to dissociate myself from the statement my colleague made a few moments ago about this being a worn-out preference, because I do not agree with him in any particular whatsoever in that regard.

Mr. TOMLINSON: I should like to ask just one question of Mr. Bland.

The CHAIRMAN: All right.

By Mr. Tomlinson:

Q. Mr. Bland, do you know of any objection that has been raised by the association since this recommendation went through last year—for instance, by the Canadian Legion?—A. Well, I do not know of any; but I would not know of them, because any representations with reference to this I think would be made not to the commission but to the superannuation committee.

Q. They would be made to the superannuation committee?—A. I think so.

Mr. TOMLINSON: My stand is going to be that if they do not make any representations to any persons who are receiving these recommendations, then I think we are going beyond what their desire might be. That is the stand I am going to take right now. I should like the chairman to find out if there have been any objections taken.

The CHAIRMAN: In all the correspondence we received last year and this year, there is nothing mentioned. There is nothing mentioning this age limit, concerning the soldiers' preference. They seem to leave it open to the public to decide. I have not seen or heard anything to indicate that they object to this recommendation.

Mr. TOMLINSON: It has been there a whole year now; and if there was an objection, it should have been filed.

Mr. MULOCK: Technically, should this matter not come up in the pensions committee; I mean, with regard to the preference?

Mr. TOMLINSON: No.

Mr. MULOCK: It can come up under this, I quite agree; it is relevant to this section. But a lot of matters about preferences, pensions and so on were dealt with by the parliamentary committee.

The CHAIRMAN: Yes. Do you see any serious objection to the words being added after the word "years": "and that such retirement be made compulsory except when deemed against the public interest by the proper authority"?

Mr. HOWARD: All right.

Mr. TOMLINSON: That is satisfactory.

Mr. O'NEILL: I object to that. I quite appreciate what Mr. Bland has said, that we have a legal man in one of these small units, and you are going to seriously handicap that department if you take that man away simply because there is nobody educated up to his position. But if you put such a thing as this into effect, you will never have that condition which Mr. Bland speaks of; because when that man comes to the age of sixty-four, you will start to educate somebody to take his position when he is sixty-five. The only alteration that I would agree to in connection with this sixty-five is that when you have positions of that kind—if this recommendation is adopted by parliament and legislation is enacted covering it—you not make it active on those who are now sixty-five for six months. That will give you time enough to get a man in a position to take it on. This matter of leaving a man in office because it is in the public interest to do so, is just a matter of opinion. If the grim reaper happens to take a man away, the service is not demoralized. Probably it is for two or three weeks or a month; but in six months' time you would never know the man had been in existence, no matter who he was.

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By Mr. Mulock:

Q. Mr. Bland, I should like to ask you one question on that particular point. Why has not somebody been trained to take that man's place?—A. In that particular place, Colonel Mulock, the appointment is not within the jurisdiction of the Civil Service Commission.

Mr. GLEN: Mr. O'Neill raised a point to the effect that if this were to go into effect now it might cause considerable hardship; but if you were to suggest that this recommendation shall not take effect for a period of six months from the date that the government authorizes it to be done, that might cover the point Mr. O'Neill raised.

The CHAIRMAN: Leaving it to the proper authority if it is in the public interest. That covers it.

Mr. GLEN: That would cover it.

The CHAIRMAN: Is there any objection to those words being added?

Mr. TOMLINSON: Carried.

Mr. HOWARD: If that is cleared up, I should like to ask a question on No. 13.

Mr. SPENCE: We never go back.

The CHAIRMAN: Oh, yes.

Mr. HOWARD: I cannot see what whoever drafted that recommendation is driving at. It reads:—

Your committee recommends that examination papers should not be translated for examination purposes but should be read by the examiners in the language in which they have been written, whether English or French.

The CHAIRMAN: Mr. Bland will answer.

Mr. HOWARD: How are we going to give an examination in a French and English competition without translating it?

Mr. CLEAVER: There are two examiners, one English and one French.

The CHAIRMAN: Mr. Bland will answer.

Mr. HOWARD: The same questions or different questions?

Mr. CLEAVER: The same questions. The translation is often inaccurate and unfair to the applicant.

Mr. HOWARD: It is very inaccurate, because I have a case which I will submit to the committee later on which will cover the point. I just could not figure out what was meant.

The CHAIRMAN: We have now covered last year's report, gentlemen. With the help of Mr. Doyle and Mr. Bland, I am going to try to put those recommendations in form. It will be open now to the committee, if they have any suggestions for amendments which they wish, to bring them up. We shall consider them at our next meeting, discuss them and come to some conclusion. I wonder if we could have our next meeting some day this week, so that we will get on?

Mr. POULIOT: Would it not be possible for you to give instructions to Mr. Doyle to have the report as it is now stencilled with a very wide margin and distributed to each member for the next sitting of the committee?

The CHAIRMAN: Mr. Pouliot, I had in mind that we would divide this report in two: recommendations made to the government where they had to enact new legislation; and recommendations made to the commission, so they would act on that part, and it will only be approved.

Mr. POULIOT: Yes, Mr. Chairman; but what I am suggesting now is that the report as amended by us should be stencilled with one space between each

two lines and a very wide margin, and that it should be sent as soon as possible to the members to give an opportunity to think of that. Then I would ask you also if it would not be possible to change Nos. 15 and 16.

The CHAIRMAN: Change the order?

Mr. POULIOT: Yes, change the order. Now, Mr. Bland, when will I get the answers to my questions?

The WITNESS: I have some here that I shall file with the committee now.

Mr. GLEN: Dr. Beauchesne has some evidence to give before this committee. Should we not consider calling him?

The CHAIRMAN: He would speak on the reclassification of the service in the House of Commons?

Mr. GLEN: Yes. I spoke to him one day about it and I assumed he spoke to you.

The CHAIRMAN: We will see Dr. Beauchesne about it.

Mr. TOMLINSON: Mr. Chairman, before we adjourn, I should like to place a motion in the form of a recommendation in order that the members may have time to study it between now and our next meeting. Last year I took up the question of the smaller positions, and I would like to move this recommendation:

Your committee recommends that all positions for which compensation is \$700 or less, except the positions of grade 1 clerk or others ordinarily subject to promotion, shall be excluded from the operation of the Civil Service Act, and that the Governor in Council be empowered to make regulations for the control and direction, organization, classification and compensation, appointments to and general conditions of such positions.

I want to make that so the members may study it as to the amount of \$700 and so forth in order that we may discuss it next meeting.

The CHAIRMAN: It is moved by Mr. Tomlinson and seconded by Mr. Mulock that the first item on the order paper for our next meeting will be a discussion of this motion.

Mr. O'NEILL: Mr. Tomlinson, a great many of these positions do not pay less than \$720. That is \$60 a month. I wonder if you would object to making it \$720?

Mr. TOMLINSON: I would like to say why I made it \$700 instead of \$720.

Mr. GLEN: I have not got the figure at the moment, but I am going to move an amendment in committee, and I give notice now so that the members can consider it; namely, that all post offices which are now outside of the jurisdiction of the Civil Service Commission shall be included in it.

The CHAIRMAN: That would be an amendment to Mr. Tomlinson's motion.

Mr. GLEN: No. Oh, I am against his motion absolutely, but this is a new motion. This is only a notice of motion.

Mr. O'NEILL: I do not know whether I am in order. I noticed on the order paper a short while ago something which was passed the other night in the house when everybody was looking out of the window, that certain positions in the House of Commons were given a raise in pay. Now, why did that not include a raise in pay for all the civil servants? Does that come into this committee?

The CHAIRMAN: No. Raises were given to civil servants coming under the Civil Service Act, but there are other civil servants here that are sessional employees and do not come under the Act at all.

Mr. O'NEILL: Some of them do come under the Act.

The CHAIRMAN: Mr. Bland would like to know the names.

Mr. O'NEILL: The paymasters.

The CHAIRMAN: They come under the Department of Finance.

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Mr. CLEAVER: I would like to give notice of motion also: I would ask the committee to be good enough to discuss a matter that has been called to my attention on several occasions, that when a postmaster dies the assistant postmaster has been precluded from the appointment on account of the ex-service-man preference rule, and I am going to ask this committee to consider this: that in regard to the appointment of postmasters, the assistant postmasters should be classified in the first class for the purpose of examination—that is, that the assistant postmaster should try the competitive examination along with the ex-service man.

The CHAIRMAN: He does that now.

Mr. CLEAVER: No, he is put in the second class. He is not up in the first class, unless the commission finds no ex-service men qualified for the position. The assistant postmaster does not figure in the competition at all. I am asking that he should be stepped up into the first place, namely, in the ex-service man's place.

The CHAIRMAN: Make a soldier out of him.

Mr. CLEAVER: Call it what you like. But many instances have occurred where very serious injustice has taken place.

Mr. TOMLINSON: That affects the present preference clause which would have to be studied very carefully.

The CHAIRMAN: Those three questions will come up at the next meeting.

Mr. SPENCE: Last year there was some talk for a few minutes in connection with civil servants who had not paid their honest debts. At the present time you cannot garnishee the salary of any civil servant. People are very much alarmed when they see that they cannot collect from them. There is a feeling that the civil servants should be the first ones to pay, because they have a regular salary coming in. I think this is a matter that should be considered in this committee.

The CHAIRMAN: It does not come under our order of reference. We should like to study it, but the reference of the house does not cover that point, because it does not come under the operation of the Civil Service Act.

Mr. SPENCE: We should make some kind of recommendation. You ought to hear some of the stories we get to-day from people who are in business and are beat out of their accounts—the grocer, the butcher, and everybody else—by civil servants who just laugh at them, who will not pay and will not attempt to pay. I think there is no reason why they should be immune from being sued by a man to whom they owe money, any more than anyone else.

The CHAIRMAN: The government objects because they would have to create another department just to attend to that business.

Mr. TOMLINSON: I will have another motion also; but before even intimating the motion I should like, as I am making it, to explain my reasons for bringing in the motion, which affects a certain party. I do not wish to place the matter on the reports until I have time to give the reasons for my motion. I will do that at the next meeting.

The CHAIRMAN: Then shall we sit to-morrow morning or Thursday morning, gentlemen?

Some Hon. MEMBERS: To-morrow morning.

Mr. TOMLINSON: We have an Ontario caucus to-morrow.

Mr. SPENCE: There is a Conservative caucus too.

The CHAIRMAN: Then we shall adjourn until Thursday at 10.30 a.m.

The committee adjourned at 1.10 p.m., to meet again on Thursday, March 30, at 10.30 a.m.

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SESSION 1939
HOUSE OF COMMONS

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SPECIAL COMMITTEE

ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4



THURSDAY, MARCH 30, 1939

Witness:

Mr. C. H. Bland, Chairman, Civil Service Commission.

MINUTES OF PROCEEDINGS

THURSDAY, March 30, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 10.30 a.m. Mr. Alphonse Fournier, the Chairman, presided.

Members present were: Messrs. Fournier (*Hull*), Glen, Golding, Howard, Jean, Lacroix (*Quebec-Montmorency*), Lennard, MacNeil, Marshall, Mulock, O'Neill, Pouliot, Spence, Tomlinson, Wermenlinger.—15.

The clerk distributed to members of the Committee a brief submitted by the Prevailing Rates of Pay Employees.

On motion of Mr. Glen it was

Ordered,—That the statement presented by Mr. Pouliot showing the salaries of civil servants appointed otherwise than by the Civil Service Commission be printed in the minutes of evidence.

Mr. C. H. Bland, Chairman of the Civil Service Commission, was recalled and further examined.

The Committee considered the motion of Mr. Tomlinson, notice of which was given on Tuesday last, and which reads as follows:—

Your Committee recommends that all positions for which compensation is \$700 or less, except the positions of Grade 1 clerks, or others ordinarily subject to promotion, shall be excluded from the operation of the Civil Service Act, and that the Governor in Council be empowered to make regulations for the control and direction, organization, classification, and compensation, appointments to, and general conditions of such positions.

On motion of Mr. Howard it was amended to read as follows:—

That all positions for which the maximum salary rate for the class is \$700 or less, except the position of office boys or others usually subject to promotion, shall be excluded from the operation of the Civil Service Act, and that the Governor in Council be empowered to make regulations for the control and direction, organization, classification and compensation, appointments to, and general conditions of such positions.

On motion of Mr. Glen it was

Ordered,—That the above motion as amended be added to other proposed recommendations.

The Committee considered the motion of which Mr. Glen gave notice on Tuesday last, namely:—"that all postoffices now outside the jurisdiction of the Civil Service Commission be brought under the Commission."

Mr. Spence moved that this motion be added to other proposed recommendations.

Mr. Howard moved in amendment thereto that this motion be studied now instead of being added to the recommendations.

The question being put, the amendment was adopted on the following division: For 6; Against 5.

The motion of which Mr. Cleaver gave notice, namely:—"That in respect to the appointment of postmasters, assistant postmasters be put on a par with returned soldiers," was considered.

On motion of Mr. Tomlinson, it was

Ordered,—That this motion be added to other recommendations and further considered.

The witness retired.

On motion of Mr. Glen, the committee adjourned at 11.55 a.m., to meet again to-morrow at 10.30 a.m. (*in camera*).

J. P. DOYLE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,
OTTAWA, Thursday, March 30, 1939.

The Special Committee appointed to inquire into the operations of the Civil Service Act met at 10.30 a.m. The Chairman, Mr. Alphonse Fournier, presided.

Mr. POULIOT: We have a quorum, Mr. Chairman. I would ask you and the committee if you would be interested in having in the next report the figures concerning the salaries paid to civil servants appointed otherwise than by the Civil Service Commission, in the same form as they have been published at pages 83 to 86 of the last report for those who are appointed by the Civil Service Commission. Do you agree with that, gentlemen?

The CHAIRMAN: Do the members agree that we have this in to-day's report? As I understand it, those are the figures as to the salaries paid to employees not coming under the Civil Service Act.

Mr. POULIOT: It is not exactly that, because some have been blanketed in afterwards. But it relates to the salaries of those who have been appointed otherwise than by the Civil Service Commission.

Mr. GOLDING: That is to the same effect.

Some Hon. MEMBERS: Carried.

Mr. POULIOT: I can give you just the headlines of it. The total is 30,614, and it is divided as follows:

	Employees
Under \$600.. . . .	11,588
\$ 600 to \$ 999.. . . .	3,586
1,000 to 1,999.. . . .	11,423
2,000 to 2,999.. . . .	2,609
3,000 to 3,999.. . . .	700
4,000 to 4,999.. . . .	256
5,000 to 5,999.. . . .	67
6,000 to 6,999.. . . .	55
7,000 to 7,999.. . . .	29
8,000 to 8,999.. . . .	16
9,000 to 9,999.. . . .	14
10,000	21
Not stated.. . . .	250

I would ask the reporter to make a tabulation of these figures in the same manner as was done in the previous report.

	Under \$600
Agriculture.. . . .	19
External Affairs.. . . .	9
Fisheries.. . . .	13
House of Commons.. . . .	69
Labour.. . . .	52
Mines and Resources.. . . .	629
National Defence.. . . .	244
National Revenue.. . . .	25
Pensions and National Health.. . . .	101
Post Office.. . . .	7,678
Public Works.. . . .	1,291
Royal Canadian Mounted Police.. . . .	3
Senate.. . . .	41
Trade and Commerce.. . . .	26
Transport.. . . .	1,388

	\$600 to \$999
Agriculture.. . . .	447
External Affairs.. . . .	13
Finance.. . . .	3
Fisheries.. . . .	85
House of Commons.. . . .	35
Labour.. . . .	8
Mines and Resources.. . . .	460
National Defence.. . . .	177
National Research Council.. . . .	26
National Revenue.. . . .	298
Office of Secretary to Governor General.. . . .	1
Pensions and National Health.. . . .	59
Post Office.. . . .	899
Public Archives.. . . .	6
Public Works.. . . .	135
Royal Canadian Mounted Police.. . . .	57
Secretary of State.. . . .	1
Senate.. . . .	12
Soldiers' Settlement of Canada.. . . .	12
Trade and Commerce.. . . .	53
Transport.. . . .	799

	\$1,000 to \$1,999
Agriculture.. . . .	390
Chief Electoral Office.. . . .	5
Dominion Franchise Commission.. . . .	3
External Affairs.. . . .	45
Finance.. . . .	120
Fisheries.. . . .	118
House of Commons.. . . .	280
Insurance.. . . .	1
Justice.. . . .	836
Labour.. . . .	130
Library of Parliament.. . . .	8
Mines and Resources.. . . .	572
National Defence.. . . .	455
National Research Council.. . . .	69
National Revenue.. . . .	1,074
Office of the Secretary to Governor General.. . . .	2
Pensions and National Health.. . . .	911
Post Office.. . . .	4,169
Privy Council.. . . .	1
Public Archives.. . . .	25
Public Printing and Stationery.. . . .	38
Public Works.. . . .	648
Royal Canadian Mounted Police.. . . .	52
Secretary of State.. . . .	1
Senate.. . . .	63
Soldier Settlement of Canada.. . . .	103
Trade and Commerce.. . . .	154
Transport.. . . .	1,150

	\$2,000 to \$2,999
Agriculture.. . . .	129
External Affairs.. . . .	3
Finance.. . . .	42
Fisheries.. . . .	26
House of Commons.. . . .	41
Justice.. . . .	47
Labour.. . . .	26
Mines and Resources.. . . .	152
National Defence.. . . .	34
National Research Council.. . . .	41
National Revenue.. . . .	968
Office of Secretary to Governor General.. . . .	1
Pensions and National Health.. . . .	100
Post Office.. . . .	549
Privy Council.. . . .	1
Public Archives.. . . .	13
Public Printing and Stationery.. . . .	8
Public Works.. . . .	147
Royal Canadian Mounted Police.. . . .	1
Senate.. . . .	8
Soldier Settlement of Canada.. . . .	47
Trade and Commerce.. . . .	97
Transport.. . . .	128

	\$3,000 to \$3,999
Agriculture.. . . .	25
Chief Electoral Office.. . . .	1
Dominion Franchise Commission.. . . .	1
External Affairs.. . . .	2
Finance.. . . .	7
Fisheries.. . . .	11
House of Commons.. . . .	6
Insurance.. . . .	1
Justice.. . . .	11
Labour.. . . .	16
Mines and Resources.. . . .	116
National Research Council.. . . .	19
National Revenue.. . . .	150
Office of Secretary to Governor General.. . . .	2
Pensions and National Health.. . . .	62
Post Office.. . . .	123
Public Archives.. . . .	4
Public Works.. . . .	40
Secretary of State.. . . .	1
Soldier Settlement of Canada.. . . .	3
Trade and Commerce.. . . .	33
Transport.. . . .	66
	\$4,000 to \$4,999
Agriculture.. . . .	6
External Affairs.. . . .	2
Finance.. . . .	10
Fisheries.. . . .	7
House of Commons.. . . .	3
International Joint Commission.. . . .	1
Justice.. . . .	2
Labour.. . . .	12
Mines and Resources.. . . .	40
National Defence.. . . .	1
National Research Council.. . . .	9
National Revenue.. . . .	22
Pensions and National Health.. . . .	56
Post Office.. . . .	38
Public Works.. . . .	18
Royal Canadian Mounted Police.. . . .	2
Senate.. . . .	2
Trade and Commerce.. . . .	10
Transport.. . . .	15
	\$5,000 to \$5,999
Agriculture.. . . .	2
External Affairs.. . . .	1
Finance.. . . .	2
Fisheries.. . . .	1
House of Commons.. . . .	1
Justice.. . . .	1
Labour.. . . .	4
Mines and Resources.. . . .	6
National Research Council.. . . .	1
National Revenue.. . . .	10
Office of Secretary to Governor General.. . . .	1
Pensions and National Health.. . . .	7
Post Office.. . . .	16
Privy Council.. . . .	1
Public Archives.. . . .	2
Public Works.. . . .	2
Senate.. . . .	1
Trade and Commerce.. . . .	3
Transport.. . . .	5
	\$6,000 to \$6,999
Chief Electoral Office.. . . .	1
Civil Service Commission.. . . .	2
External Affairs.. . . .	5
Finance.. . . .	2
Insurance.. . . .	2
Justice.. . . .	1
Labour.. . . .	3
Library of Parliament.. . . .	2
Mines and Resources.. . . .	1
National Research Council.. . . .	1
National Revenue.. . . .	3
Pensions and National Health.. . . .	17
Post Office.. . . .	9
Senate.. . . .	1
Trade and Commerce.. . . .	1
Transport.. . . .	4

	\$7,000 to \$7,999
Civil Service Commission.. . . .	1
External Affairs.. . . .	1
House of Commons.. . . .	1
Labour.. . . .	1
Mines and Resources.. . . .	6
National Research Council.. . . .	1
Pensions and National Health.. . . .	6
Post Office.. . . .	3
Senate.. . . .	1
Trade and Commerce.. . . .	6
Transport.. . . .	2
	\$8,000 to \$8,999
Agriculture.. . . .	1
Finance.. . . .	2
Labour.. . . .	2
National Research Council.. . . .	3
Pensions and National Health.. . . .	1
Post Office.. . . .	2
Public Printing and Stationery.. . . .	1
Secretary of State.. . . .	1
Transport.. . . .	3
	\$9,000 to \$9,999
Finance.. . . .	1
Fisheries.. . . .	1
National Revenue.. . . .	3
Pensions and National Health.. . . .	1
Post Office.. . . .	2
Privy Council.. . . .	1
Public Works.. . . .	1
Trade and Commerce.. . . .	1
Transport.. . . .	3
	\$10,000-
Agriculture.. . . .	1
Auditor General's Office.. . . .	1
Dominion Franchise Commission.. . . .	1
External Affairs.. . . .	1
Finance.. . . .	5
Insurance.. . . .	1
Justice.. . . .	1
Mines and Resources.. . . .	1
National Research Council.. . . .	1
Post Office.. . . .	1
Public Works.. . . .	1
Trade and Commerce.. . . .	3
Transport.. . . .	3
	Not stated-
National Revenue.. . . .	10
Post Office.. . . .	15
Transport.. . . .	225

The CHAIRMAN: Thank you very much, Mr. Pouliot.

At the last sitting of the committee the clerk was instructed to send out to the members stenciled copies of the recommendations carried at the preceding meeting. After perusing those recommendations, I found, as did many members of the committee, that there were mistakes in this new draft. So yesterday afternoon I asked the clerk, Mr. Doyle, if he would make corrections to No. 5, No. 11, No. 16, No. 23 and No. 24. This morning I shall ask the clerk to hand over to the members of the committee the corrected recommendations, so that they will form part of their files, and in order that they may have them when we study the final report. You will receive those corrections in your room after the sitting this morning.

On the agenda for this morning are new suggestions to be made by members of the committee. I believe that the first item was a proposed resolution by Mr. Tomlinson. You will find on page iv of the last meeting's report the notice of motion by Mr. Tomlinson, which reads as follows:

Your committee recommends that all positions for which compensation is \$700 or less, except the positions of Grade 1 clerks, or others

ordinarily subject to promotion, shall be excluded from the operation of the Civil Service Act, and that the Governor-in-Council be empowered to make regulations for the control and direction, organization, classification, and compensation, appointments to and general conditions of such positions.

This motion is now open for discussion, gentlemen.

Mr. TOMLINSON: I wonder if I could call Mr. Bland for a moment in connection with this resolution.

The CHAIRMAN: Certainly.

Mr. TOMLINSON: There may be some changes.

C. H. BLAND, Chairman, Civil Service Commission, recalled.

By Mr. Tomlinson:

Q. Mr. Bland, have you read the resolution that I moved at the last meeting?—A. Yes.

Q. I should like you to comment on the wording of that, if you would. The idea is that I do not wish any positions which have the promotional feature about them to be included in that resolution, nor do I wish to include any position that is competitive, on merit.

By the Chairman:

Q. Have you a copy of that motion?—A. I think I have it here somewhere, if I can find it. Yes, here it is.

Mr. GLEN: Just on a point of order, may I make a few observations? As I indicated at the last meeting I propose to submit a recommendation to the committee with regard to post offices. Last year—if you will recall our procedure—when we were dealing with these matters, we dealt with them in camera when the committee were sitting drafting the recommendations for our report. It is perfectly obvious that we shall have the same discussion again when the committee is in camera and before the report is agreed upon. What you will say now will be repeated then, and the committee will be taking a vote upon it, as to whether or not it will be incorporated in our report to the house. I would suggest that, as this is a controversial matter and the opinions of most of us are pretty well known, we pass this over to the steering committee for discussion in the preparation of that report. It will save discussion to-day. It will save, perhaps, discussion when we come before the committee; if it is necessary, of course, the discussion may be carried later on to the floor of the house. Just for the sake of expediting the work of the committee, I would suggest that we leave these two matters for the steering committee to discuss and go over in the first instance; then afterwards, in camera, with the whole committee, we can discuss them.

Mr. TOMLINSON: Speaking on the point of order, may I say that there are certain features about this that I should like to have placed on the open record and not in camera. I see no reason why it should not be discussed in the open. There may be some features that could be discussed in camera. For instance, the chairman of the commission might wish to give us some features in camera. But there are a great many things that I should like the people of the country to realize. I am not putting through something that I am ashamed of. As far as I am concerned, it is open; and I should like to carry on a short examination of Mr. Bland in connection with it.

Mr. GLEN: As far as I am concerned, I do not intend this morning to raise the question I spoke of at the last meeting, because I do not propose to chew the same straw twice. It will be brought up in the committee when we

are drafting the report; and I may as well say that, no matter what the result of the committee's deliberations may be, it will have to be discussed in the house, because I propose to speak on it there.

Mr. TOMLINSON: That has been your attitude all the way through. I understand that.

Mr. GLEN: It will be carried.

Mr. TOMLINSON: Mr. Glen's attitude now, I presume, is that no matter what merits this motion may have, he is going to vote against it anyway.

Mr. GLEN: We have already discussed that and come to a conclusion.

Mr. TOMLINSON: Quite so.

The CHAIRMAN: I should like to hear every member's views on this question.

Mr. MACNEIL: My views are that we should, of course, hear any evidence with regard to any proposal brought before the committee. But I believe we should follow the usual procedure with regard to the preparation of our report. After the evidence is heard we go into executive session and then we debate the matter, as we did on previous occasions, and decide upon our final report in regard to these matters. If we take any other procedure, wrong impressions may be given to the public with regard to conflicting points of view on these matters. Certainly in the examination of various witnesses we should secure all the available evidence.

Mr. GLEN: Mr. Chairman, if Mr. Tomlinson is proposing to have evidence in the committee, of course there can be no objection to that. I do not make any objection to that. That should be done; because we want all the facts when we are discussing the matter, either in the committee or in the house. I have no objection to that, if it is only a matter of evidence. What I am trying to point out is that I do not think that, after the evidence is in, we should then have a discussion on the merits of the principle involved but should rather have it when we have it before the sub-committee.

Mr. TOMLINSON: I should like to ask Mr. Bland a question or two.

By Mr. Tomlinson:

Q. Mr. Bland, I should like to ask you if the wording of that resolution is such that it protects all positions in which merit is involved or promotions? Does it protect those particular classes?—A. I think, Mr. Chairman, there might be two small amendments to clarify the motion. As the committee knows, from my evidence before it last year, I am of the opinion that it is in the public interest that all positions—even the lower grade ones—should be filled by competition. I do not think that I need to reiterate that. The committee knows what I think.

By Mr. MacNeil:

Q. Would you mind repeating that answer?—A. As I said before the committee last year, I am of the opinion that it is in the public interest that all positions—even the lower grade ones—should be filled by open competition. That is simply a statement of general belief. With regard to this particular resolution, Mr. Tomlinson has indicated in the resolution that he does not want to include positions ordinarily subject to promotion. I think that might be made a little clearer if it were to read, "except positions of office boy" rather than "grade 1 clerks", which is above \$700. I would suggest that it read, "except positions of office boy or others ordinarily subject to promotion."

[Mr. C. H. Bland.]

By Mr. Pouliot:

Q. This is based on your opinion that all positions should be filled by competition?—A. I am simply expressing my general opinion in that regard, yes.

Q. And your remark as to Mr. Tomlinson's amendment is based on that opinion?—A. No, it is not. My remark is based on Mr. Tomlinson's request as to whether or not this can be clarified.

Q. Yes; but you have that opinion?—A. Yes.

Q. And opinions are free?—A. Yes, quite.

Q. You are of opinion that all positions should be filled by competition?—A. Yes.

Q. Or, in other words, should be filled by the Civil Service Commission?—A. I said by open competition.

Q. That is your opinion?—A. I have expressed my opinion, yes.

Q. And it is because of that opinion that you have made your statement; what you say now is in consequence of that opinion?—A. No, it is not.

Q. Do you put your opinion aside?—A. I expressed my opinion, and that is done with. I am now answering Mr. Tomlinson's question.

Q. And you forget your own opinion in the matter?—A. I am forgetting it for the moment.

Q. You are a remarkable man.—A. That is one suggestion, Mr. Chairman. There is another one. I think it would meet Mr. Tomlinson's views if this were clarified so as to be absolutely certain as to what classes were involved. I would suggest it might read, in the second line, as follows, "for which the maximum salary rate for the class is \$700 or less." Otherwise there are bound to be questions arising later as to what classes are involved and what classes are not.

Mr. TOMLINSON: Quite so.

The WITNESS: Those are the only suggestions I have to offer.

Mr. SPENCE: That is very good.

The CHAIRMAN: I should like to have Mr. Bland give those amendments or suggestions to the clerk, so that we may have them in writing. Would you read them over, so that Mr. Doyle may take the amendments down in writing?

The WITNESS: The motion would then read, "Your committee recommends that all positions for which the maximum salary rate for the class is \$700 or less. . . ." Is that satisfactory, Mr. Tomlinson?

Mr. TOMLINSON: Yes.

The WITNESS: Then it will read, "Your committee recommends that all positions for which the maximum salary rate for the class is \$700 or less, except positions of office boy. . . ."

By the Chairman:

Q. Except grade 1 clerks?—A. Yes. Grade 1 is over \$700. . . . "except positions of office boy or other ordinarily subject to promotion." I may say, Mr. Chairman—and I think perhaps the committee would like to know this—I had a study made of the classes that would be involved.

Mr. GOLDING: Mr. Chairman, will you read that motion now, so that we may know what it is?

By the Chairman:

Q. Will you read that, please?—A. It reads as follows: "Your committee recommends that all positions for which the maximum salary rate for the class is \$700 or less, except the positions of office boy or others ordinarily subject to

promotion, shall be excluded from the operation of the Civil Service Act, and that the Governor in Council be empowered to make regulations for the control and direction, organization, classification, and compensation, appointments to and general conditions of such positions."

By Mr. Spence:

Q. That applies only to those who are getting the maximum salary of \$700?

—A. That is correct, Mr. Spence.

Mr. HOWARD: Those who can work up to \$700.

By Mr. MacNeil:

Q. What range of positions does that affect?—A. The positions that would be involved would be about 253 positions as lightkeeper—

By Mr. Howard:

Q. What is that?—A. 253 positions of lightkeepers.

Q. Yes?—A. About 225 limited service and part-time positions of caretaker in the Public Works Department, about 68 limited service and part-time positions of caretaker in the Department of National Defence; about 17 sub-collectors of the Department of National Revenue, which I suggest to Mr. Tomlinson he would not want to include because they are in the eligible field of promotion.

Mr. TOMLINSON: No. I would not want to include them if they have opportunity of promotion.

The WITNESS: There would also be involved about 206 weather observers for the Department of Transport; a number of junior positions in the Department of Pensions, such as kitchen helper, waiter, waitress, housemaid, and so on. There are also a few positions of Indian agent that would be affected.

By Mr. Glen:

Q. The total would be what?—A. The total, excluding office boys, would be about 700.

By the Chairman:

Q. Out of 40,000?—A. That is right.

Mr. HOWARD: I should like to know if there is any special reason—and Mr. Tomlinson could answer it—for bringing it to \$700.

Mr. TOMLINSON: I might just as well make plain, what my opinion is. There are several appointments at \$60 a month. By making it \$700, if the person responsible for the appointment desired to allow that to go under the Civil Service Act, very well; it would be \$720 and would come under the act. But if it was to be a direct appointment, the appointee would have to accept \$700, the same as is done now. I understand the Civil Service Commission make no appointments of \$600 and under—at least, they have more or less disregarded it. If you want to make an appointment to-day, you must ask the man to accept about \$585. That was my idea of \$60 a month; and I think it is fair, too. It gives a person an option, and therefore does not affect as large a number as it would if I made it \$720.

Mr. HOWARD: I see your point. I thought you would make it \$750, and then it would cover your class. That is why I asked the question.

The CHAIRMAN: Mr. Bland is ready to answer any questions any members may wish to ask.

Mr. TOMLINSON: I am through examining. I examined him last year.

[Mr. C. H. Bland.]

By the Chairman:

Q. Have you anything more to say, Mr. Bland?—A. I do not think I have anything more to say than what I have said. I said a good deal last year.

Q. This resolution would cover people doing manual work, I suppose?—A. No. They are out now pretty much. It would cover the classes I have read—lightkeepers, part-time caretakers, weather observers, some Indian agents and that type of employee. I do not think any of them are manual workers.

Q. They have no clerical work?—A. None. None of these would be clerical, with the exception of the sub-collector which Mr. Tomlinson agrees should not be included.

Mr. TOMLINSON: I think those sub-collectors, if there is opportunity for promotion, should remain under the Civil Service Act.

The WITNESS: I think so too.

By Mr. MacNeil:

Q. How would this affect those caretakers of public buildings where living quarters are included as part of what they receive?—A. It would take out about 300.

By Mr. Glen:

Q. How long have these appointments been under the jurisdiction of the Civil Service Commission?—A. Since 1918.

Q. Have you had any difficulty in operating the act with regard to these particular appointments?—A. Our main difficulty has been lack of sufficient funds to send examiners to hold tests for these particular classes, they being local appointments.

Q. If you had sufficient funds, there is nothing so extraordinary in the appointments but that they could still be made under the Civil Service Commission?—A. No. I think they could be made satisfactorily if we had sufficient funds to employ sufficient examiners.

Q. Has there been any objection made with regard to the appointments under the Act with regard to these positions?—A. As I told the committee last year, I think that positions of caretaker are more subject to criticism, because they are local positions in which residents of a small town or village are particularly interested. There has, I think, been perhaps more expression of opinion about appointments of caretakers than there has been about any other classes of that kind.

Q. So far as the general principle of the merit system is concerned, it has worked satisfactorily with you since 1918?—A. I think so.

Q. And if you had sufficient money wherewith to conduct proper examinations, are you of the opinion they should be within the Civil Service Act?—A. Yes, I am.

Q. Definitely so?—A. Yes.

The CHAIRMAN: Mr. Golding and gentlemen, if you leave, I do not believe that we shall have a quorum.

Mr. MACNEIL: I regret that I have to go to another committee.

Mr. TOMLINSON: So have I.

Mr. GLEN: I am going to ask Mr. Bland a question which he may not care to answer.

The CHAIRMAN: Before leaving, I would ask members to come to some decision as to the sittings of this committee. If members are leaving this committee now to go to another committee—as we have just about a quorum now—I am going to suggest that we meet in camera to study the final report.

I am not going to call meetings here and not have a quorum. We shall just prepare the report for agreement of the committee and submit it to the house.

Mr. POULIOT: You are perfectly right. I told you yesterday I would have to leave at 11.30.

The CHAIRMAN: Yes, I understand that. There is no use of going on if people are not interested in the civil service committee. We can just present our report to the house.

Mr. MACNEIL: I am intensely interested in the civil service committee, but I must attend another committee. I am under obligation to do so. If it could be arranged that this committee could be held when other committees are not sitting, I would be here.

The CHAIRMAN: Other committees are sitting every day.

Mr. POULIOT: There is one trouble with all of us and that is that we have not the great gift of ubiquity.

Mr. SPENCE: Please explain that.

Mr. POULIOT: The ability of being in two places at the same time.

The CHAIRMAN: If we cannot have a quorum this morning, we ought to try to sit in camera to prepare our final report. I cannot have the committee sitting without a quorum.

Mr. TOMLINSON: There is a quorum.

The CHAIRMAN: Yes. All right, Mr. MacNeil.

Mr. MARSHALL: I should be going too.

The CHAIRMAN: We are just a quorum now.

Mr. O'NEILL: I think Mr. MacNeil is on the public accounts committee, and he really has to be there. He has not very much choice in that matter.

The CHAIRMAN: I am not stopping members from going.

Mr. POULIOT: They are hearing a very important witness now, I understand, in that committee.

The CHAIRMAN: All right, Mr. Glen. We can proceed, if the committee wish to do so.

By Mr. Glen:

Q. I am going to ask you a question, Mr. Bland, and I do not know whether you wish to answer it or not. If you do not wish to answer it, of course, you will say so. We have heard a great deal with regard to the merit system in the civil service. Would you care to say that a recommendation such as is proposed by this resolution this morning is a breach of the merit system, as you understand it, under the Civil Service Commission?—A. I believe better employees would be secured under open competition than by this system.

Q. You do?—A. Yes.

Q. Would you fear that there might be the danger, in the reopening and the taking out of the jurisdiction of the commission such appointments, that there might be other demands made in order to make a breach in the merit system?—A. I think that might be the natural consequence, yes.

Q. I am glad, Mr. Bland, that you have made that statement.

Mr. TOMLINSON: Why do you not carry on my question and ask him why?

Mr. GLEN: You can ask that question if you want to. I am doing the questioning now.

By Mr. Glen:

Q. If this is brought into force, how much will it save your department? How much will it save your department if it is out of the jurisdiction of the

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commission?—A. It will save the cost of conducting examinations for those 700 positions. I cannot, of course, give you an exact figure as to that amount. I could estimate a figure for you.

Q. Could you give an estimate, at the same time, of what you figure would be the amount required by your department in order to properly complete the examinations?—A. Yes, I could estimate that.

Q. I should be glad if you would do that and have it for us next day.—A. I will.

By Mr. Tomlinson:

Q. Mr. Bland, why would you say that this affects the merit system?—A. I do not think I could put it any more clearly than I have put it.

Q. I think you will have to, to make me understand it.—A. Well, I shall try to say it again in another way. As Mr. Pouliot has said, we are expressing our own opinions. My opinion, based on my thirty years of experience, is that better appointments are made under open competition than under the other system.

Mr. POULIOT: And my experience of fifteen years as a member is that it is all wrong.

Mr. HOWARD: From my fifteen years' experience as a member, I agree with Mr. Pouliot.

By Mr. Tomlinson:

Q. You say you cannot answer that any more than you have done?—A. I will try to. I will try to go as far as I can with you, Mr. Tomlinson.

Q. Let us take the case of the little lightkeeper I have now at Point Clark. There is a vacancy. The salary is \$483. He has a lighthouse there which requires to be lit at night and turned out in the morning, the glass cleaned and the lamps filled with oil. Would you say that there was sufficient merit involved in the appointment to that position to warrant the expenditure of the money of the taxpayers of this country for the purpose of sending an examiner from Ottawa to Kincardine, nearby, to hold an examination for that appointment?—A. I think this question can only be answered on the basis of general experience. I would not be prepared to say that you would not appoint as good a man as I would at all. But I do say that, taking by and large most of the appointments that have been made, my opinion is that better appointments are made when there is open competition than when there is not.

Q. Do you not realize that, as a rule, there is open competition with the average member?—A. I would not say it was open competition.

Mr. LENNARD: No, it is not.

Mr. TOMLINSON: You have not had any appointments to make yet.

Mr. LENNARD: I would say it is certainly not open competition. It is very much otherwise.

By Mr. Tomlinson:

Q. You have not told me definitely yet whether it would pay the Dominion of Canada to do that, or whether it would be warranted?—A. I think it would be warranted. I think it would be in the interest of the country, a good investment, to pay sufficient to select this man on the basis of open competition.

Mr. LENNARD: Hear, hear.

By Mr. Pouliot:

Q. Mr. Bland, if you will permit me to ask one question, I should like to do so. Here is a list of the names of those who have been appointed to the meteorological office at Toronto during the summer by the Civil Service Com-

mission. It is an eligible list which was sent to me. You are probably familiar with the matter. Were they not all appointed on the recommendation of the man in charge of the meteorological office in Toronto?—A. Were they not all appointed by that man?

Q. No, no; by the commission, on the recommendation or on the suggestion of him.

Mr. SPENCE: On his recommendation.

By Mr. Pouliot:

Q. On his recommendation, suggestion, or on account of him?—A. The selections in this case were made by a board of examiners, of which he was one.

Q. But he was the one who had the say?—A. I do not think so, though I would have Mr. Nelson give better evidence than I could on that.

Q. I will take that document back, and I will ask that question of Mr. Nelson later on.

By Mr. Tomlinson:

Q. I should like to ask you this question, since you made a statement in connection with the other. Would you say that, with the machinery that you now have in the commission and with the funds you now have available, appointments such as these should remain with the Civil Service Commission?—A. Under the funds that we now have and the staff we now have, we have been forced to adopt the system of giving the department the authority to make selections in junior positions of this kind under \$600.

Q. You have been forced to do that?—A. Yes.

By Mr. Glen:

Q. That is due to the lack of funds, Mr. Bland?—A. Yes.

By Mr. Tomlinson:

Q. Have you heard a great deal of difficulties?—A. Not many; some.

Q. Some?—A. Yes.

Q. Some—small?—A. Well, I would not like to say it was small. I will reiterate what I said. But I am going to be quite frank with you. We do, of course, get objections to promotions we make. Some are wrong. There are bound to be mistakes and errors. But from my experience, I think there are more mistakes and errors made under the other system.

By Mr. Howard:

Q. What makes you say that?—A. Because I see the cases.

Q. You see the cases?—A. Yes.

Q. Do you mean to tell me that officers here in Ottawa, after they have passed a man through the educational tests, can tell you better as to the fitness of the candidate—we will take, for instance, a lighthouse keeper on the Bay of Fundy—than those fellows there?—A. I would not suggest that for a moment, no. That is not the way it is done. The way a lighthouse keeper is selected is not by an academic examination, but by having the applicant examined on the spot by a district representative of the department who is usually the agent and representative of the Civil Service Commission. I think that is the best way to do it.

Q. Do you mean to tell me that gives you a better effect than the recommendation of a man who knows the party, who has known him since he was a kid, who knows what his habits are and what his suitability is?—A. I think

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that, comparing the results of the two systems, you will get better results from open competition than otherwise.

Q. Is it not a fact that in the constituency of Charlotte, New Brunswick, you made an appointment, under your specialized system, of a man as lighthouse keeper over the head of Burton Hill, the member of parliament for the county of Charlotte? Is it not a fact that in one of the storms which occurred soon after he was installed, the light went out, which could have caused the loss of thousands of lives? Is it not a fact that you had to go back afterwards, discharge the man, and accept the recommendation which had already been given for the appointment of a man who was recommended by Burton Hill?—A. I have never heard that before.

By Mr. Marshall:

Q. Was this incident reported to the Civil Service Commission?—A. I have never heard of it before, no.

By Mr. Pouliot:

Q. When will we get the report of the Civil Service Commission for the last calendar year?—A. It is in the course of preparation now. The tables are practically ready.

Q. Will we get that before Easter?—A. I doubt it. But I can get you the tables, if there is anything in particular you would like to have.

Q. I should like to have the tables. But I am not so much interested in the tables as in the report, showing the number of examinations and things like that.—A. I can get that for you.

Q. That must be ready.—A. Yes. I can get that for you.

Q. In each report there is a list of people called advisory examiners?—A. That is true.

Q. It dates back to 1918 when there were only three or five people in the commission, and all the examinations were conducted by outside people. At that time the commission had no particular examiners, or very few.—A. That was largely the case, yes.

Q. With regard to technical positions, the staff of the commission is mostly incomplete?—A. It is much more complete now than it was.

Q. That is not my question. I say the staff of the commission is incomplete; and it is just because the staff is incomplete that for each technical position you have to request other people to come in and sit on boards to decide upon the competency of candidates?—A. We think it is advisable to have those other people come in, because we get more knowledge from them than we have ourselves.

Q. Exactly. Here at pages 29, 30, 31 and 32 of the report of 1937 there are 161 names of various people. Some of them are civil servants from Ottawa; others are civil servants from outside; there are other people, not civil servants, from Ottawa and other people from outside. Those are supposed to be technical men?—A. Yes.

Q. In that list there are many deputy ministers?—A. I think there are some, yes.

Q. Many of them are ministers; there are 80 civil servants from Ottawa. I call deputy ministers civil servants because they are in the service, although they are not, technically, civil servants. I have made a list which, with your permission, Mr. Chairman, and that of the members of the committee, I should like to put on the record right here, in order to show the number of those who have been appointed from 1927 to 1937 inclusive, to act as advisory examiners on civil service boards. It is divided into columns under the headings of civil servants (a) from Ottawa and (b) from outside; not civil servants (a) from

Ottawa and (b) from outside. I should like you to complete that,—if possible, from 1926 to 1918 inclusive, in order that it may be published in the report of the next sitting, Mr. Bland.

Mr. GLEN: What is wrong with the appointment of advisory men on those boards?

Mr. POULIOT: If you will kindly wait a second I will say what I think of it.

By Mr. Pouliot:

Q. For instance, Mr. Bland, deputy ministers and deputy heads of departments—under the control of the heads of the departments—when they are sitting on boards for technical positions are, of course, more familiar with the positions than are any members of the organization staff or the examination branch of the Civil Service Commission?—A. No. I would not be prepared to say that.

Q. Why do you call them in?—A. We do not call many of them in. There are very few deputy ministers on that list.

Q. I would ask you to make a separate list of deputy ministers or assistant deputy ministers who are there.—A. I will be glad to do that.

Q. Or people having the rank of assistant deputy ministers. Each branch is supposed to be complete with technical advisors. You probably agree with that?—A. Yes. I think that is true.

Q. Therefore, if the appointments were made by the head of the department, he could ask the technical men within his department to decide upon the merit of anyone who comes there to apply for a job, without going outside?—A. Do you think he would, sir?

Q. I do not say if he would; I say he could.—A. He could, yes.

Q. Yes, he could. If you have no particular technicians in the organization and examination branches of the Civil Service Commission.—A. Oh, we have.

Q. You have?—A. Certainly.

Q. What experts have you in the meteorological business?—A. We have not experts in every line, but we have a number of technicians.

Q. Who are they?—A. Mr. Hemsley, is one.

Q. I should like you to read this and answer each question. I should like you to mention who are the experts of the Civil Service Commission who decide upon technical positions. I should like to have a list of all of them.—A. Yes. I will be glad to give you that.

Q. Would you also give their qualifications and experience in technical matters?—A. Yes.

Q. If you have them, it is not necessary for you to go outside to fetch other people?—A. We have not got them in every field of endeavour. We have them in some fields; in other fields we must go outside.

Q. And the fields in which you have them are very limited in number?—A. We could not cover all of them, of course.

Q. No, no; answer my question. You are very sly at times, Mr. Bland.—A. No I do not think I am sly.

Q. You are very sly.—A. I am trying to answer the questions. A number of the questions you have asked—

Mr. LENNARD: I object to that remark. I would say that Mr. Bland has the patience of Job; to have those questions fired at him without a moment's chance of figuring out a reply and being told he is being sly is something to which I object.

The CHAIRMAN: I would ask Mr. Pouliot just to withdraw that.

Mr. POULIOT: I will say nothing unpleasant. I do not wish to offend Mr. Bland, and I do not wish to use any language I would not use in the house. On the other hand, I am after the truth, and I want to have the truth. I want direct

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answers to my questions. If I am not in order, I want to be ruled out of order by the chairman, and I will obey his ruling very respectfully. I do not wish to offend Mr. Bland at all.

The WITNESS: May I say a word here? I am not a bit offended, but I cannot give a direct answer by "yes" or "no" to all these questions. I want to give a fair answer, and to do that I have got to try to give the facts as I see them and know them. That is what I am trying to do.

Mr. HOWARD: What was your question?

Mr. POULIOT: The question was about the number of technicians in the Civil Service Commission, their qualifications and record of experience. What I said was that the number of technicians was most limited, and I did not get a precise answer to that. I will be satisfied with the report that Mr. Bland is going to submit.

The CHAIRMAN: Mr. Bland says he cannot give you a "yes" or "no" answer to every question.

Mr. POULIOT: No.

The CHAIRMAN: There are so many facts to be taken into consideration.

Mr. POULIOT: No. I will be satisfied with Mr. Bland's written answer. I am not going to insist any more on it at present.

Mr. GLEN: Have these questions about technicians anything to do with the subject we have before us now, which is the making of small appointments?

The CHAIRMAN: Not right now; because Mr. Tomlinson is trying to exclude from the operation of the act people who are not technicians.

Mr. POULIOT: I should like to exclude everything.

The CHAIRMAN: Not under this motion.

Mr. POULIOT: That is all right. It will take some time. You will see it in the report, and I would ask you to have it completed, Mr. Bland. It took me three-quarters of a day or six hours to do it from 1927 to 1937. I found it so dry that I did not continue any further.

The table referred to by Mr. Pouliot is as follows:—

NUMBER OF PERSONS ACTING AS ADVISORY EXAMINERS
(ON C. S. BOARDS)

	Civil Servants		Not Civil Servants	
	From Ottawa	From Outside	From Ottawa	From Outside
1927..	45	0	14	19 — 78
1928..	54	3	11	21 — 89
1929..	47	0	10	19 — 76
1930..	33	1	10	15 — 59
1931..	29	1	4	7 — 41
1932..	20	1	9	17 — 47
1933..	21	4	6	10 — 41
1934..	25	3	6	26 — 60
1935..	46	4	8	22 — 80
1936..	46	6	10	48 — 110
1937..	80	7	26	48 — 161

By Mr. Tomlinson:

Q. Mr. Bland, your present system of appointments in the small non-promotional positions, positions without merit, would be by a representative whom you chose or from the locality, is it not?—A. Our present method is to allow the department to make a selection under \$600, because we have not got enough staff to send to that particular post.

Q. While you were making those appointments, what method did you use?—A. When we had enough money to do it, we sent someone from our staff who examined the applicants locally, together with an officer from the department.

Q. What other method have you used?—A. We have, in the past, used the method of having the local educational authority examine them and we did not find that satisfactory.

Q. You do not find that satisfactory?—A. No. We did not find that satisfactory.

Q. And, therefore, without the additional large expenditure which I would say you will find when you attempt to make up that estimate of yours in answer to Mr. Glen's question, you could not handle the situation. Due to that large expenditure would it not be in the interest of the taxpayers today that involved, appointment to these small non-promotional, non-merit positions be made by the department alone? Would it not be better to do that?—A. Well, I am afraid you and I just do not agree on this, Mr. Tomlinson.

Mr. GLEN: In other words, would it not be better to have the local member of parliament make the appointment rather than a member of the commission?

Mr. TOMLINSON: We should all like to have luxuries.

Mr. MULOCK: They use the school teacher in the district in many cases.

By Mr. Tomlinson:

Q. We all like to have everything handy, and we like to have luxuries. But due to the high taxes in our country today, would you not say that an extra expenditure would not be in the interest of the public, when the department can very well make that type of appointment? I want to get down to facts, because I cannot see your argument. I know your feeling.—A. It has been suggested that I am expressing my own opinion. Let me give you something other than opinion.

Mr. GLEN: Hear, hear.

The WITNESS: If you will refer to the report of the parliamentary committee of 1921 or 1925, you will find evidence there that it was costing the country money to pay for employees, chosen other than by the merit system, who were incompetent and who were not doing a good job.

Mr. POULIOT: Just a minute, Mr. Chairman. I want to ask a question which is not directly on this line, but it is very near. I will ask you, Mr. Bland, if you will not write to Mr. Ronson of the treasury board to find out what is the proportionate cost in one dollar of taxes—all taxes together being put on the basis of one dollar—of each one of the three branches of government, legislative, executive and the judiciary. It would be most important to know that on account of the attacks that have been made against members of parliament for spending money. We do not cost much; in a dollar we cost probably a small fraction of a cent. "Legislative" means House of Commons and Senate and those who help us in the drafting of laws, but not the mounted police, of course. That could easily be done. I want to know the cost of each of the three branches of government—(1), legislative, (2) executive, and (3) judiciary,—with relation to one dollar of taxes. Would you kindly write to Mr. Ronson and get that information.

Mr. GLEN: That would be very interesting.—A. question of that kind, however, would not be one for this committee under the reference to it. It might be a question for the order paper, though.

The CHAIRMAN: Mr. Bland suggests he will get that information from Mr. Ronson. You want to know the percentage, do you, Mr. Pouliot, of the three services?

Mr. POULIOT: Suppose that taxes are one dollar, and all expenditures are one dollar. I want to know what is the fraction of the taxes paid for each branch of government. That will be the best answer to those who say that members of parliament spend money freely.

[Mr. C. H. Bland.]

Mr. GLEN: George McCullagh said my speech of forty minutes costs \$3,040.

Mr. O'NEILL: I was going to ask Mr. Bland why in the selection of caretakers, lighthouse keepers and all those small positions, is always necessary to have the school principal as head of the examining board. It seems to me if you had a contractor, or some business man of that nature, he would be a far better man to ask questions of a caretaker. You often find a school principal whom we know could not start a fire in a furnace. He does not know the first thing about it. But if you had a contractor asking those questions of the candidate, he would make a much better job of it. I want to know why it is you always have a school teacher.

The WITNESS: I think there is a good deal in what Mr. O'Neill says. As I indicated to Mr. Tomlinson, we have not found it satisfactory to carry on with school teachers. It would be my idea that we would develop local examinations along the line you mention rather than along the other line.

By Mr. Glen:

Q. For the sake of the efficiency of the service?—A. Yes. I think that is a good idea.

Mr. TOMLINSON: Mr. Chairman, I am just a little bit worked up about this thing. My friend on my left here got into a little difficulty about a \$100 post office and it has made him very bitter.

Mr. GLEN: No.

Mr. TOMLINSON: He wants them all under the Civil Service Commission regardless of the cost to the taxpayers of Canada. We all know that the civil service of Canada is costing over a million dollars as a fixed charge.

By Mr. Tomlinson:

Q. Is that not correct?—A. \$92,000,000.

Q. Yes, \$92,000,000. That is a fixed charge on the taxpayers of Canada which they must pay.—A. That is right.

Q. Therefore, anything the members of parliament can do to assist in the lowering of that taxation or in the administration costs of the Civil Service Commission should be done. Would you not deem that a wise step to take?—A. I certainly would. But I should like to add that it is just as desirable and helpful to save their money through the operations of the Civil Service Commission as it is to save it in any other way.

Q. You made a statement a while ago about the evidence taken in previous years. I read that evidence in the 1921 and 1924 report, and there was not substantial evidence proved there. No court would accept the evidence. You may have accepted it, but no court would accept the evidence produced there that the small position appointments where appointments were made by the departments, was costing the country money.

By Mr. Glen:

Q. Was there any evidence to the contrary?—A. The committee accepted the evidence.

By Mr. Mulock:

Q. I should like to ask Mr. Bland a question. Mr. O'Neill was dealing with school teachers. I want to know why the chairman thinks that the school teacher in a district is better fitted to pick a man for a position than a member of parliament?—A. I do not think so.

Mr. MARSHALL: He did not say that.

By Mr. Mulock:

Q. You do not think so?—A. No.

By the Chairman:

Q. Mr. Bland, did I understand you to say that, on account of lack of funds, your commission has handed over to the different departments the appointments of people receiving less than \$600 per year?—A. That is the situation at present.

Q. You have jurisdiction at the present time which you are not using?—A. We have not enough money to exercise it.

Q. And there is complaint made against those appointments?—A. Well, of course, I do not hear many complaints against the ones filled by the departments.

Q. You do not hear any complaints—A. Not many, no.

By Mr. Mulock:

Q. You said it would cost you more money if you were going to take over and operate these \$600 positions that our chairman just mentioned?—A. It would.

Q. It must cost you quite a substantial amount of money to look after the cases bracketed up to \$750—for the sake of argument—the small positions?—A. Between \$600 and \$700?

Q. Yes.—A. Well, there are not many between \$600 and \$700. I think Mr. Tomlinson has got them pretty well covered. As a matter of fact, I doubt if there are any.

By Mr. O'Neill:

Q. There is another question I should like to ask you, Mr. Bland. You hold periodical examinations for stenographers. Those examinations cost a lot of money and to me it seems really foolish, having regard to the fact that these children are examined in the schools and when they pass their examinations all these records are kept. You know the qualifying marks that each one of those pupils gets. Why could you not take the names from that list and place them in order for the civil service, and let the civil service do their picking from there? I am not wanting the members of parliament to do the picking of them. That is not the question at all. Let the Civil Service Commission pick from that list, but let them take that list from the schools instead of holding examinations all over the country.—A. You mentioned that last year, and it has a certain number of things to recommend it. But here is one difficulty you would encounter. Suppose you have a list of the examination results at the Kamloops Collegiate Institute, for example, and you have a list of, say fifteen stenographers in the following order; then suppose you have a list of stenographers from Charlottetown and you have fifteen more; how are you going to compare the standards of the Kamloops school with the standards of the Charlottetown school?

Q. Mr. Chairman, it seems to me if we have not had any standardization in Canada as regards our public school system, then it is pretty near time we did have.

The CHAIRMAN: This would not come under the operation of the act.

Mr. HOWARD: Provincial jurisdiction.

By the Chairman:

Q. Suppose the committee does not agree with Mr. Tomlinson's recommendation or motion. It would still be true that the departments are appointing [Mr. C. H. Bland.]

civil servants, except clerical hands, without any interference from the commission?—A. Until we get some more money and take it over ourselves.

The CHAIRMAN: Shall we put that to a vote to see if we are going to give more money to the commission?

Mr. TOMLINSON: I think this is ridiculous this morning.

The CHAIRMAN: There is only \$100 dividing them.

Mr. SPENCE: If time means anything, we are wasting a lot of it; and it costs considerable money, according to my friend Mr. Glen.

Mr. HOWARD: Not in this committee. This is free.

Mr. GLEN: It is only as far as the house is concerned.

Mr. SPENCE: I think we are wasting time. I have not heard anything submitted this year which is different from what we had last year, or new. We are simply rehashing what was talked about last year. If this system has proven successful since 1918, there must be some good reason for making a change.

Mr. HOWARD: Experience.

Mr. SPENCE: Whether it is money or the cost of the Civil Service Commission going out and making these examinations, I do not know. But, after all, cost is not everything. If we get better efficiency, we have to consider that. Mr. Bland makes the statement definitely that you get a better type of people to fill these jobs by public advertisement. I do not know why my friends around me—they are all young and lacking a little in experience—would like to make these appointments. There never was an appointment of that kind that I wanted to make, because there are always about twenty-five people looking for a job, and you can satisfy only one. You make a friend out of him, but leave the other twenty-four dissatisfied. What argument is that for a change? None at all. I cannot see any.

Mr. TOMLINSON: We have difficulty now regardless of the Civil Service Commission. This country is a large country.

Mr. HOWARD: Hear, hear.

Mr. TOMLINSON: I want to explain my position. We have the same difficulty with the small positions whether the Civil Service Commission has to appoint them or whether the member has to do it. There is no question about that. I think every member who has had political experience with appointments will realize that.

Mr. GLEN: I should be very glad to see the Civil Service Commission make all appointments.

Mr. HOWARD: I am prepared to vote either way on this question that is up now. That is a rather funny statement to make, but it does not seem to me that is the most essential thing in connection with the appointments. I am prepared to support Mr. Tomlinson's idea to exclude the junior positions from the Civil Service Commission; but that is not really the fundamental principle behind the situation. Regardless of whether the Civil Service Commission makes the appointment to the \$20 a month position or whether the member, the school teacher or the local committee makes it, it is the member of parliament in the district or the defeated candidate who takes the responsibility. There is no part of Canada—and this is doubly true in the province of Quebec—where you can make the people believe that anybody else is responsible for the appointment but the member of parliament, and they take him to account at the next election. If you could convince the people that the civil service had to do with this thing, that would be fine. But you cannot. Therefore, the other side of the question seems to me the most important thing. To this motion I have no objection. We might possibly leave it over until the last, until you get ready for your report.

Mr. SPENCE: I think that is better.

Mr. HOWARD: But I am quite willing to vote on it now.

The CHAIRMAN: Would you agree that, when we prepare another tentative draft of the report, we should include Mr. Tomlinson's motion with the other recommendations which were carried, or the principles of which were carried, at the preceding meeting, and that we should close right now—

Mr. SPENCE: I think that is a good idea.

The WITNESS: I should like, if I may, to add one thing to the record. The discussion this morning has been, to a certain extent, on the question of expense. The question of expense has largely to do with examinations. I should like to put on record this fact. The commission does cost some money to operate, but last year—that is, the calendar year of 1938—through its surveys of government organizations and classifications, it saved the country approximately \$400,000.

Mr. TOMLINSON: Oh, yes. I am not objecting to that.

The WITNESS: I know you are not.

Mr. TOMLINSON: I think that is wonderful.

By Mr. Howard:

Q. In what way was that done?—A. Through changing methods of procedure, through eliminating positions that were not needed, and through a more businesslike basis in the different units.

Q. You mean to say you reduced the expenditures, on the civil service?—A. Yes.

Q. By \$400,000?—A. Yes.

The CHAIRMAN: Then, gentlemen, we agree that this motion will be put in as a recommendation for final study when we are preparing our report?

Mr. GLEN: Quite so.

The CHAIRMAN: Would you agree that we do the same thing with Mr. Glen's motion?

Mr. GLEN: Quite so.

Mr. SPENCE: Will we get a copy of Mr. Tomlinson's resolution?

The CHAIRMAN: Yes. I am going to have them made to-day. Would you agree that Mr. Glen's motion, "that all post offices now outside the jurisdiction of the Civil Service Commission be brought under the commission," should also be a draft recommendation, and when we sit in camera we will decide it by vote?

Some Hon. MEMBERS: Yes.

Mr. SPENCE: We do not adopt the principle now.

Mr. HOWARD: What is Mr. Glen's motion?

The CHAIRMAN: "That all post offices now outside the jurisdiction of the Civil Service Commission be brought under the commission." That is exactly against what was passed in 1932.

Mr. GLEN: Quite so.

The CHAIRMAN: Where they excluded those post offices.

Mr. SPENCE: That is, post offices that have very little revenue.

Mr. HOWARD: We do not want to put that in, do we? You get two motions exactly opposite in principle.

Mr. GLEN: No, no.

The CHAIRMAN: It is not exactly the same question. Up until 1932 a large number of post office appointments came under the Civil Service Commission's

[Mr. C. H. Bland.]

jurisdiction. The committee in 1932 decided to have the act amended so that, in all post offices where revenue was lower than \$3,000 per year, appointments should be made by the department and not by the commission. That was incorporated in the statute after the report of the committee of 1932.

Mr. SPENCE: Mr. Glen's resolution would mean a decided change.

The CHAIRMAN: He would wipe that out and say that all postmasters should be appointed by the commission.

Mr. GLEN: Surely. I will make an argument that I think will convince a good many that it is a very proper thing to do.

The CHAIRMAN: Shall we put this in the proposed draft?

Mr. GLEN: Why not?

Some Hon. MEMBERS: Yes.

Mr. GLEN: I will make a motion now.

The CHAIRMAN: I want members to understand the position. I have tried to make it clear. Up until 1932 a large number of the postmasters were appointed by the commission. Then the committee sat and recommended that up to \$3,000 revenue—

The WITNESS: 3,500 were taken out.

The CHAIRMAN: The chairman of the commission says that at that time 3,500 postmasters were taken out of the jurisdiction of the Civil Service Commission. They amended the statute in 1932 to state that in the future all those postmasters would be appointed by the department. Mr. Glen today says we are going to recommend to the government that this section 57 (a) be completely deleted.

Mr. HOWARD: I am going to move that we do not put that in the report.

Mr. MARSHALL: It is not going in. It is only for study.

Mr. HOWARD: He can bring the question up again.

Mr. MARSHALL: In view of the fact that the other resolution is to be put on for study, I do not see why this one should not be dealt with in the same way.

Mr. SPENCE: I am not supporting that motion. I think it is fair to put it on.

Mr. TOMLINSON: If we are going to study it, I say let us study it in the open.

The CHAIRMAN: I will have to have the decision of the committee.

Mr. MULOCK: I will second Mr. Howard's motion.

The CHAIRMAN: What is the motion?

Mr. HOWARD: I move that Mr. Glen's recommendation be not incorporated in the sub-committee's report—in your report.

The CHAIRMAN: Do you suggest that it be studied right now?

Mr. HOWARD: There is no objection.

Mr. TOMLINSON: I think it should be.

The CHAIRMAN: It is moved by Mr. Howard and seconded by Mr. Mulock that Mr. Glen's motion be studied now instead of in the proposed draft of the report.

Mr. GLEN: Mr. Chairman, I cannot understand the mentality of anyone who proposes at this stage of the proceedings, to eliminate discussion on a matter that is exercising the mind of a great many people in this country.

Mr. TOMLINSON: Now, now, please.

Mr. GLEN: That is true enough.

Mr. TOMLINSON: No.

Mr. GLEN: It is true.

Mr. HOWARD: I say to Mr. Glen to go ahead and plead his case. Otherwise, I object to putting that into this recommendation which we are going to study once more but only to the extent that the chairman will say, "Is clause so-and-so carried?" "Those for?" and "Those against?" Let us have it out here. Inasmuch as Mr. Glen proposes it, I should like to vote with him. But it does seem to me we are reversing a decision of the committee that already studied this as we are studying this year and as they studied it last year.

Mr. GLEN: I think I have the floor just now.

The CHAIRMAN: Yes.

Mr. GLEN: I said at the beginning that I did not think it was worthwhile discussing in open committee here today a question which was discussed last session, for the reason that we will be meeting in camera as a committee in order to discuss this; and then, depending upon the decision of the committee, it will either be or not be incorporated in our report. It was discussed last year. There is not anything that can be added to the merits of the question. We have the evidence that was given last year. For that reason I did not want the committee to be dealing with it now by the way of further evidence. In this motion of mine, with the amendment that is now made by Mr. Howard, means that we will not discuss it again—surely, Mr. Chairman, the committee are not going to close the door on the discussion of a very material matter. So far as I am concerned — —

Mr. TOMLINSON: Nobody is doing that.

Mr. GLEN: That is what the motion means.

Mr. TOMLINSON: No.

Mr. GLEN: It means that it is not incorporated in our draft report that is to be submitted to the committee.

Mr. TOMLINSON: Go ahead and plead your case now.

Mr. GLEN: Mr. Howard admits that too.

The CHAIRMAN: Order.

Mr. GLEN: He is nodding his head now that he does, and that it means absolute exclusion of consideration of this proposal of mine.

Mr. HOWARD: I have no objection to your discussing it. But as I say, do not put that in. This draft does not cover the whole report. It takes last year's report as to the items that are agreed on; it is amended as it was yesterday and last meeting, and contains certain clauses of which you have a new draft to-day.

Mr. GLEN: The position I am taking is this. If the committee do not wish to see it my way, of course they will take the opposite way. As I said, I do not want to have discussed again in committee all of the facts and the merits of the proposal I make, because no matter what the committee decides—I may tell them frankly now, if the decision is against me, it will be brought up on the floor of the house.

Mr. TOMLINSON: Good.

Mr. HOWARD: That settles it. You do not need to have it put in the draft report.

Mr. GLEN: If my proposal meets with the approval of the committee, I want it to be embodied in the report going to the house, and I want the discussion to take place there. Then we will have it. I do say that this motion of mine, along with the motion that Mr. Tomlinson has made, was also before us last year. It was defeated in the committee when we met in camera, and it was not incorporated in the report that we sent to the house. My proposition was

also defeated in the committee and was not incorporated in the recommendation. But I then stated, as I now say, that that would not prevent me from raising the issue in the house.

Mr. TOMLINSON: Of course not.

Mr. GLEN: I want it to come before the committee in the form we had it last year, so that either Mr. Tomlinson's proposal will be rejected by the committee or my proposal will be rejected by the committee. That is all very well. That is the committee's function, and that is their business. In the meantime, it certainly should be included, I submit, for discussion when we make our draft report.

Mr. TOMLINSON: Question.

The CHAIRMAN: There is a motion right now, moved by Mr. Howard, seconded by Mr. Mulock, that Mr. Glen's motion which reads as follows: "That all post offices now outside the jurisdiction of the Civil Service Commission be brought under the commission", be studied now and not incorporated in the draft report for the future meetings of this committee. Is that what was proposed?

Mr. GLEN: Mr. Howard's proposal is that it be not included in the draft report to be submitted to the committee.

The CHAIRMAN: For further study.

Mr. GLEN: It excludes it absolutely. That is the meaning of it.

The CHAIRMAN: Excluding it from further study.

Mr. LACROIX: Is this post offices?

Mr. HOWARD: Yes. They are now excluded and Mr. Glen wants to have them included.

Mr. LACROIX: I am against it.

Mr. HOWARD: That is not the motion.

The CHAIRMAN: The motion is that we decide right now if this should be incorporated in the proposed draft for the meetings of the committee in camera.

Mr. GLEN: I may point out that there are twenty-five members of the committee, and there are only ten of us here.

The CHAIRMAN: Thirteen.

Mr. TOMLINSON: Question.

Mr. GLEN: There is only that small number here, and surely thirteen are not going to exclude this matter.

The CHAIRMAN: You know the procedure. When we sit in camera I cannot see how members are going to stop Mr. Glen from bringing this up.

Mr. GLEN: I do not see it either. I do not think that anybody in the world can prevent me from doing that.

The CHAIRMAN: If they want to vote on it, I am ready to take the vote.

Mr. O'NEILL: I do not agree with everything that is done in this committee.

The CHAIRMAN: No.

Mr. O'NEILL: But this is a finding of the average, and I am willing to abide by that finding. There is no use of discussing these post offices. That was discussed in 1932 and it has been discussed every year since. The vast majority of the twenty-five members that compose the committee are opposed to it. I do not see any reason why it should be submitted here.

The CHAIRMAN: Do any other members wish to give their opinions concerning Mr. Howard's motion? If not, those in favour of it please rise.

Mr. SPENCE: I would rather not see a division here in this small committee at the present time. This report will have to come back to this committee, anyway.

The CHAIRMAN: It can come back in camera.

Mr. SPENCE: It can?

The CHAIRMAN: Yes. Will those who favour Mr. Howard's motion please rise?

Mr. SPENCE: It is a rather awkward motion.

The CHAIRMAN: There are six in favour of it. Will those against the motion please rise?

Mr. FOURNIER: (Maisonneuve-Rosemount) I am not a member of the committee, unfortunately.

The CHAIRMAN: There are five against. Therefore, I declare Mr. Howard's motion carried.

Mr. SPENCE: Where did the thirteen go? Where are the thirteen you had a few minutes ago?

Mr. FOURNIER: I was counted in. But I am not a member.

The CHAIRMAN: The next motion was Mr. Cleaver's motion "that in respect of appointments of postmaster, assistant postmasters should be put on a par with returned soldiers."

Mr. TOMLINSON: Yes.

Mr. HOWARD: Mr. Cleaver's motion was what?

The CHAIRMAN: "That in respect to appointment of postmaster, assistant postmasters should be put on a par with returned soldiers."

Mr. HOWARD: I will give you my reasons for objecting to that. This applies possibly only to Quebec, but do not forget that we have a peculiar situation in Quebec which you possibly do not have in the other provinces in Canada. The reason for it is that, if we have an English-speaking postmaster we try to have a French-speaking assistant; and if we have a French-speaking postmaster, we try to have an English-speaking assistant. That motion would nullify that. I think it is most important, in the interests of the service, to try to maintain that equilibrium as much as we can. Do not mistake me. It does not mean that, if two French fellows were away over, we will say, two English fellows, we change the position. It does not. But with all the fellows that are qualified, we try to maintain an equilibrium in it and it is absolutely vital—

Mr. GLEN: Not at all.

Mr. HOWARD: I say it is absolutely vital for the peace and harmony of the country.

Mr. MULOCK: I do not think we should endorse that principle, because you are immediately taking away the returned soldiers' preference with regard to those appointments.

Mr. HOWARD: Not necessarily.

Mr. MULOCK: Yes, you are—not in your case.

Mr. HOWARD: Not in my case.

Mr. MULOCK: I am not talking about your case. I quite realize your condition.

Mr. HOWARD: We have French and English.

Mr. MULOCK: The result would be that a certain part of the returned men's preference would be taken away. I should like to oppose Mr. Cleaver's motion.

The CHAIRMAN: Would you object if we put this in the proposed draft of the report? Then when we meet to-morrow morning in camera we can have it studied, after you receive these copies to-night in your mail.

Mr. TOMLINSON: I should like to make a statement in connection with Mr. Cleaver's motion, too, for the record. There is the possibility that if we allow this opportunity of stepping into, shall I say, the shoes of the deceased or retired postmaster, we may cause a family compact in the post office—

Mr. MULOCK: Quite right.

Mr. TOMLINSON: —which would affect us in Ontario. After all, sometimes postmasters and assistants seem to think that they, their families and all their relatives have a prior claim to that post office, disregarding everyone else in the community. I think it would be a treacherous move to open that up, such as that motion would suggest.

The CHAIRMAN: In view of the fact that Mr. Cleaver is not here, would you object if I put this motion in this afternoon, with the other recommendations for study to-morrow in camera? If there is no more material before the committee, I am going to ask you gentlemen to sit to-morrow to work on the final drafting of this report.

Mr. LENNARD: While I am opposed to Mr. Cleaver's motion, I do not see any reason why it should not be included for study, or whatever you wish.

The CHAIRMAN: We could leave it out and ask Mr. Cleaver to be with us to-morrow morning when we make our decision.

Mr. TOMLINSON: Are you thinking of starting on the final drafting of the report to-morrow?

The CHAIRMAN: Unless you bring up any new matters. I requested the members, if they had any definite proposals, to bring them before the committee for study. But I see we are at the end of the trail, and we should meet to draft our final report.

Mr. TOMLINSON: I am not at the end of the trail, or at least I hope not. I have one proposition which it would probably be much wiser for us to study in camera.

The CHAIRMAN: All right.

Mr. TOMLINSON: It is in connection with one of the present commissioners.

The CHAIRMAN: That could be brought up in camera.

Mr. TOMLINSON: I think it would be better if I made my motion in camera and we studied it there.

Mr. SPENCE: Sure.

Mr. HOWARD: Could we have that sitting Tuesday instead of to-morrow? I have an important engagement to-morrow, but I am very anxious to be here when you bring that up. Two of the other members are in the same position.

The CHAIRMAN: If we do not sit on the draft report to-morrow, it will have to go until after Easter. There are to be only two or three contentious matters to decide to-morrow. The balance of the report seems, as Mr. O'Neill said, to be agreeable to the majority of the committee. You will receive copies this afternoon or during the evening of this draft report, and then we could meet in camera to-morrow and decide nearly everything.

Mr. WERMENLINGER: Are there other committees to-morrow?

Mr. O'NEILL: Is the meeting to-morrow that of the steering committee?

Mr. GLEN: No, the full committee.

Mr. TOMLINSON: The full committee in camera.

Mr. GLEN: I move we sit to-morrow.

The CHAIRMAN: Then we will leave over Mr. Cleaver's motion for the sitting to-morrow, and I shall phone him.

The Committee adjourned at 11.55 a.m., to meet again on Friday, March 31st, at 10.30 a.m., in camera.



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Canada, Civil Service Act
Committee on the 1939

SESSION 1939
HOUSE OF COMMONS

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SPECIAL COMMITTEE

ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

FRIDAY, MARCH 31, 1939

FRIDAY, APRIL 14, 1939



WITNESSES:

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. S. G. Nelson, Chief Examiner and Executive Officer, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1939

MINUTES OF PROCEEDINGS

MARCH 31, 1939.

The Special Committee appointed to inquire into the operation of the Civil Service Act met (in camera) this day at 10.30 a.m. Mr. Alphonse Fournier, the Chairman, presided.

Members present were: Messrs. Boulanger, Clark (*York-Sunbury*), Fournier (*Hull*), Glen, Golding, Hartigan, Jean, Lacroix (*Quebec-Montmorency*), Lennard, MacNeil, Marshall, Mulock, O'Neill, Spence and Tomlinson.—15.

The Committee considered and adopted a proposed report.

On motion of Mr. Tomlinson the Committee adjourned to meet again at the call of the Chair.

J. P. DOYLE,
Clerk of the Committee.

FRIDAY, April 14, 1939.

The Special Committee appointed to inquire into the operation of the Civil Service Act met this day at 10.30 a.m. Mr. Alphonse Fournier, the Chairman, presided.

Members present were: Messrs. Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Golding, Lennard, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), O'Neill, Pouliot, Spence, Wermenlinger.—13.

In attendance were:

Mr. C. H. Bland, Chairman of the Civil Service Commission;
Mr. C. V. Putman, Chief of Organization, Civil Service Commission;
Mr. S. G. Nelson, Chief Examiner and Executive Officer, Civil Service Commission.

The Chairman read a letter from Mr. Ronson to Mr. Bland respecting Government expenditures under the following heads:—Executive, Legislative and Judicial.

The Chairman stated he had received from Mr. Bland a list of long-term temporaries who were eligible for permanency under the blanketing regulations of 1920-27.

The Chairman read a letter from Mr. Ronson to the Clerk of the Committee showing the number of permanent, temporary and casual employees as at April 1, 1937.

The Clerk of the Committee was instructed to ask Mr. Ronson for new data respecting the above.

Mr. C. H. Bland was recalled and further examined.

At the request of Mr. Pouliot, by unanimous consent, the following documents were ordered printed in the evidence:—

A list showing the number of advisory examiners on Civil Service Boards.

The technical qualifications and experience of investigators and examiners.

List of employees who have left the Civil Service Commission.

Mr. Pouliot's letter to Mr. Bland dated March 29/39, and Mr. Bland's reply thereto.

List showing the number of civil servants appointed by the Civil Service Commission and the number blanketed in.

List of unit surveys of Departments in 1938.

List of deputy ministers, assistant deputy ministers and heads of branches who attended advisory examining boards from 1918 to 1938.

Mr. S. G. Nelson was called, examined and retired.

Mr. Bland retired.

The Committee adjourned on motion of Mr. Golding, to meet again Tuesday, April 18, at 10.30 a.m.

J. P. DOYLE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

APRIL 14, 1939.

The Special Committee appointed to inquire into the operations of the Civil Service Act met at 10.30 a.m. The Chairman, Mr. Alphonse Fournier, presided.

The CHAIRMAN: Gentlemen, I see we have a quorum and can start the proceedings. Since our last meeting on the 31st of March I have received communications from Mr. Bland, Chairman of the Civil Service Commission. One letter reads as follows:

April 6, 1939.

Dear Mr. FOURNIER,—At the last session of the committee you asked me to secure from Mr. W. C. Ronson a statement regarding expenditures under the head of legislative, judicial and executive functions. I enclose herewith a copy of Mr. Ronson's report in this connection.

I have here the statistics and figures compiled from the main estimates of 1939-40. I believe we should have these figures in the report of to-day's proceedings. I see that the Legislative branch cost the government \$2,780,-907.16; the Judicial branch cost \$2,823,968.30; and the Executive branch cost \$422,231,237.76.

Mr. SPENCE: How much?

The CHAIRMAN: \$422,231,237.76. That makes a grand total of \$427,-836,113.22. If we put this statement in the report the members will know exactly how the expenses of government are divided in these three branches.

Mr. CLEAVER: May I have a look at that, Mr. Chairman?

Mr. POULIOT: Legislative and judicial together cost less than 1 per cent of the total.

COMPILED FROM MAIN ESTIMATES

1939-40

Legislative—

Governor General and Lieutenant Governors.. . . .	\$ 232,631 66
Senate.. . . .	593,120 00
House of Commons.. . . .	1,696,795 50
Library of Parliament.. . . .	80,960 00
Chief Electoral Officer.. . . .	101,700 00
General.. . . .	75,700 00
	<hr/>
	\$ 2,780.907 16

Judicial—

Department of Justice.. . . .	\$ 358,435 00
Judges' salaries and travelling allowances.. . . .	2,161,400 00
Judges' pensions.. . . .	304,133 30
	<hr/>
	\$ 2,823,968 30

Executive—

Agriculture.. . . .	\$ 9,756,310 27
Auditor General's Office.. . . .	493,285 00
Civil Service Commission.. . . .	403,995 00
External Affairs.. . . .	1,110,680 00
Finance.. . . .	191,803,859 98
Fisheries.. . . .	1,962,145 00
Insurance.. . . .	200,735 00
Justice—Penitentiaries.. . . .	3,003,244 00
Labour.. . . .	867,451 00
Mines and Resources.. . . .	15,542,380 00
National Defence—Ordinary.. . . .	34,042,073 42
National Defence—Capital.. . . .	29,405,102 00
National Revenue.. . . .	12,392,495 00
Pensions and National Health.. . . .	59,203,608 00
Post Office.. . . .	37,835,667 32
Prime Minister's Office.. . . .	64,555 00
Privy Council Office.. . . .	54,535 00
Public Archives.. . . .	160,880 00
Public Printing and Stationery.. . . .	168,420 00
Public Works.. . . .	12,457,532 88
Royal Canadian Mounted Police.. . . .	6,779,095 94
Secretary of State.. . . .	846,327 50
Soldier Settlement of Canada.. . . .	637,083 26
Trade and Commerce.. . . .	9,164,776 00
Transport—Ordinary.. . . .	16,826,463 19
Transport—Capital.. . . .	4,976,440 00
	<hr/>
	\$450,159,139 76
Government Owned Enterprises.. . . .	1,477,200 00
	<hr/>
	\$451,636,339 76
Less National Defence Capital to be amortized over a period of ten years.. . . .	29,405,102 00
	<hr/>
	\$422,231,237 76
	<hr/>
Grand Total Expenditure.. . . .	\$427,836,113 22

The CHAIRMAN: Mr. Ronson's letter under date April 4, 1939, reads as follows:—

OTTAWA, April 4, 1939.

CHARLES H. BLAND, Esq.,
Chairman, Civil Service Commission,

Dear Mr. Bland,

In reference to your request, by telephone, I enclose a statement compiled from the Main Estimates, 1939-40, under Legislative, Judicial and Executive functions.

While there will probably be differences of opinion concerning this classification, I hope that it will be sufficiently accurate and informative for the purpose of the special committee of the house. You will note that items covering legislative and judicial functions have been extracted and all the remaining items included under executive, on the theory that they are all concerned, either directly or indirectly, with administration of government services.

Yours very truly,
(Sgd.) W. C. RONSON

It will be a little more than 1 per cent. Somebody asked for a list of persons at present in the service who were eligible for permanency under the blanketing regulations of 1920-27 and who are still employed in a temporary capacity. I have that list, but I do not see why we should put the list in the record. I have the names of these people who are considered as long-term temporaries, and we recommend they should become permanent civil servants. The list includes people from every city in the dominion. Among others I see the names, Brockville, Port Arthur, Saint John, Hamilton, Montreal, Halifax, Kingston, Petawawa, Charlottetown, Dartmouth and Winnipeg, as well as many other places. These employees are from every part of the country. There are many from Ottawa employed as elevator operators, stationary engineers and so forth.

Mr. POULIOT: What is the number of years required to make a person a long-term temporary?

The CHAIRMAN: Mr. Bland suggested fifteen and twenty years would be required.

Mr. POULIOT: Is that fifteen years or twenty years?

The CHAIRMAN: I have not the number of years that they have been employed, but according to the letter it refers to persons who were eligible for permanency under the blanketing regulations of 1920-27. If they were eligible in 1920 that would be nearly nineteen years, and if they were eligible in 1927 that would be nearly twelve years.

Mr. SPENCE: Does that apply only to Ottawa?

The CHAIRMAN: No, I have named the cities from which these people come. I also see Victoria, Saskatoon, Regina, Montreal, Toronto, Lethbridge, Vancouver, and other places.

Mr. SPENCE: I was talking to one or two of the help around the city of Toronto post office recently—men working on prevailing rates—and some of them have been in there from seventeen to nineteen years and, of course, naturally they think the civil service should take them over.

The CHAIRMAN: Employees under prevailing rates are not considered as long term temporaries.

Mr. SPENCE: That is what I thought. I told them that.

The CHAIRMAN: These include typists, principal clerks, clerks grade 3 and 4, cleaner and helper, elevator operators, boiler inspectors, bridge motormen and the like.

Mr. SPENCE: That excludes all those who are working under prevailing rate of wages.

The CHAIRMAN: At any rate, we have the recommendation asking the government to appoint these gentlemen as permanent civil servants.

Mr. CLARK: Does that not take in anybody employed five years, for instance?

The CHAIRMAN: From this list it would not appear that way.

Mr. CLARK: I wish to refer to section 19 of the report where the committee recommends that long term temporaries on the staff of all government departments who have been giving satisfactory service for a number of years should be made permanent employees under the Civil Service Commission. Now, it was the understanding of the committee that what was required was five years standing. That is section 19, page 7.

The CHAIRMAN: "Your committee recommends that long term temporaries on the staff of all government departments who have been giving satisfactory service for a number of years should be made permanent employees under the Civil Service Commission."

Mr. CLARK: I brought the matter up and it was specifically stated with regard to one case that that would apply where men had been five years employed and were giving satisfactory service.

The CHAIRMAN: What was his position?

Mr. CLARK: He was a clerk.

Mr. CLEAVER: Mr. Chairman, why would it not be wise to put a time limit and definitely state that all temporary employees who have been employed in the service for a period of two, three or five years, should be made permanent?

The CHAIRMAN: Two years would not constitute a long term temporary.

Mr. CLEAVER: Two years would seem a long probationary period.

The CHAIRMAN: We have 20 per cent of all civil servants. Many of them have been more than two years and they are still temporaries.

Mr. CLEAVER: Yes, but the fact that that practice has existed in the past does not commend itself to me as a reason for continuing it.

The CHAIRMAN: We have a recommendation here that states that this 20 per cent of temporaries should be discontinued and the order in council be cancelled. The order in council states that 20 per cent of the employees should be temporaries.

Mr. POULIOT: Mr. Chairman and Mr. Cleaver, I have a letter from Mr. Ronson showing the number of permanent and temporary employees, and also occasional and other employees in other departments. Would you have any objection to including it in to-day's report?

The CHAIRMAN: This is a letter addressed to Mr. J. P. Doyle, clerk of this committee which reads as follows:—

June 24, 1938.

Dear Sir,—I acknowledge your letter of the 22nd instant requesting certain statistical information respecting government employees for the special committee to inquire into the Civil Service Act.

Statement of permanent, temporary and casual employees by departments is enclosed. This information has been compiled from the census of all persons employed by the government on April 1, 1937. The number is slightly lower than the total of employees on that date, because details could not be obtained from casual employees who had left before questionnaires were distributed.

The balance of the information requested is now being tabulated by the Dominion Bureau of Statistics and will be forwarded to you as soon as it can be completed.

(Sgd) W. G. RONSON

The statement which is enclosed gives the list as follows: permanent, 43,200; temporary, 13,268; casual and others, 958; total, 57,426.

Mr. POULIOT: Would you put that on record in the report?

The CHAIRMAN: If the committee agrees.

Mr. MACINNIS: As of what date is that?

Mr. POULIOT: April 1, 1937.

The CHAIRMAN: With the consent of the committee we will have the list published in to-day's report.

NUMBER AND STATUS OF EMPLOYEES BY DEPARTMENTS AS OF APRIL 1, 1937

Department	Permanent	Temporary	Casual and others	Total
Agriculture.. . . .	1,760	1,328	184	3,272
Auditor-General.. . . .	198	22	....	220
Chief Electoral Office.. . . .	4	2	1	7
Civil Service Commission.. . . .	128	69	....	197
Dominion Franchise Commission.. . . .	4	1	....	5
External Affairs.. . . .	113	49	12	174
Finance.. . . .	1,191	216	10	1,417
Fisheries.. . . .	266	198	14	478
House of Commons.. . . .	55	405	....	460
Insurance.. . . .	48	1	....	49
International Joint Commission.. . . .	3	....	....	3
Justice.. . . .	693	316	1	1,010
Labour.. . . .	111	289	....	400
Library of Parliament.. . . .	16	8	....	24
Mines and Resources.. . . .	2,101	1,345	188	3,634
National Defence.. . . .	564	1,097	27	1,688
National Research Council.. . . .	128	41	2	171
National Revenue.. . . .	4,929	676	1	5,606
Office of Secretary to the Governor General.. . .	11	1	....	12
Pensions and National Health.. . . .	1,907	391	3	2,301
Post Office.. . . .	22,053	977	10	23,040
Privy Council.. . . .	15	3	....	18
Public Archives.. . . .	57	14	....	71
Public Printing and Stationery.. . . .	191	431	....	622
Public Works.. . . .	1,468	2,181	88	3,737
Royal Canadian Mounted Police.. . . .	65	97	....	162
Secretary of State.. . . .	266	45	....	311
Senate.. . . .	21	124	....	145
Soldier Settlement of Canada.. . . .	317	5	....	322
Trade and Commerce.. . . .	1,232	477	217	1,926
Transoprt.. . . .	3,285	2,459	200	5,944
Total.. . . .	43,200	13,268	958	57,426

Mr. SPENCE: Are there not more than 20 per cent now temporary?

Mr. POULIOT: On that date. Now, Mr. Chairman, would it be possible for the clerk of the committee to communicate again with Mr. Ronson and ask him if he has any new data besides this?

The CHAIRMAN: Now, gentlemen, this meeting was called this morning at the request of certain members who wanted to examine Mr. Bland, Mr. Putman and Mr. Nelson. I might say that Mr. Pouliot and Mr. Cleaver asked me to call this meeting and to call these witnesses. If it is your desire I shall call Mr. Bland.

CHARLES H. BLAND, recalled.

The CHAIRMAN: Mr. Bland is at your disposal, gentlemen, if you wish to put any questions to him.

By Mr. Pouliot:

Q. Mr. Bland, I have a few questions to ask you. In the first place, you surely remember the list of positions advertised by the Civil Service Commission in the province of Quebec during the previous years?—A. Yes.

Q. Would it be possible to have it completed to date and have also a tabulation of the positions?—A. Yes, we can do that.

Q. You told me once that it could be done.—A. Yes, it could be done.

Q. Thank you. Now, Mr. Bland, when shall we get the report of the Civil Service Commission?—A. I brought with me this morning the tables of the report as I thought you might desire to have them. The actual report of the commissioners has not yet been written.

Q. Will you please show that to me? By memory, could you tell me approximately the number of vacant positions during the last calendar year?—A. We have made approximately 6,400 appointments.

Q. Could you tell me how many applications were for those appointments?—A. We examined approximately 50,000 people.

Q. And many applications of candidates were left aside, were they not?—A. Yes, there would be more applicants than 50,000. We examined 50,000. There would be others who would not be examined.

Q. How many more?—A. I think a good many thousand, perhaps 10,000 more who would not comply with the qualifications and with the citizenship requirements or things of that kind.

Q. And have you a list or a tabulation of the advisory examiners from 1926 to 1919?—A. Yes, in accordance with your request, Mr. Pouliot, all appointments—50,000 examinations were for appointments including promotions, and 6,400 were for appointments and not promotion.

Q. And with regard to promotions in many cases there was no competition?—A. Not in many cases, but in a number of cases.

Q. Especially for the higher officials?—A. That is true. With reference to the last question I have prepared a summary of the persons on advisory boards from 1918 to 1926, and I have also included 1938.

Q. That goes with the tabulation that has been published on page 29. Is it the pleasure of the committee to have that published also?

NUMBER OF PERSONS ACTING AS ADVISORY EXAMINERS ON
CIVIL SERVICE BOARDS

Year	Civil servants		Not civil servants		Total
	From Ottawa	From outside	From Ottawa	From outside	
1918..	41	1	23	16	81
1919..	67	3	36	34	140
1920..	48	1	23	12	84
1921..	45	1	26	42	114

NOTE From 1918 to 1921, it was customary for the Commission to list in its annual report an "Acknowledgment" of all persons who sat on advisory examining boards (with the exception of members of its own staff).

Commencing in 1922, the Commission's annual report "Acknowledgment" has been limited to the names of those persons only who acted as technical members. Lists subsequent to 1921, therefore, do not contain the names of representatives of departments or returned soldier organizations who sat at the examining boards, as they are not regarded as voting members.

Year	Civil servants		Not civil servants		Total
	From Ottawa	From outside	From Ottawa	From outside	
1922..	30	0	19	28	77
1923..	37	0	23	15	75
1924..	25	0	11	5	41
1925..	28	0	14	25	67
1926..	37	0	15	7	59
1938..	83	5	38	45	171

April 13, 1939.

Mr. POULIOT: Have you a list of the experts or technicians in the Civil Service Commission? Would the committee have any objection to having that list published with the report?

Mr. MACINNIS: This will not appear in the annual report of the Civil Service Commission?

The WITNESS: No.

Mr. MACINNIS: O.K.

[Mr. C. H. Bland.]

TECHNICAL QUALIFICATIONS AND EXPERIENCE OF INVESTIGATORS AND EXAMINERS
Investigators:

- Putman, C.V.—B.Sc. in Civil Engineering—6½ years' banking experience; 20½ years in investigation work in Civil Service Commission.
- Gilchrist, G. H.—B.Sc. in Mining Engineering; experience in mining and general construction work; 18½ years experience in investigation work, Civil Service Commission.
- Boutin, N.R.—Extensive private studies; more than 10 years' accounting experience; 10½ years in investigation work with Civil Service Commission.
- Jackson, G. T.—B.S.A. (Agriculture); 3-4 years varied business experience; 8½ years' experience as investigator with Civil Service Commission.
- Laberge, E. P.—Doctor of Commercial Science including work in industrial engineering and office management; varied experience as accountant, statistician, cost accountant, research assistant under Commissioner of Tariff; Chief of Commercial and Industrial Intelligence Service, Province of Quebec.
- Treble, H. E.—B.Sc. Civil and Electrical Engineering; engineering and general experience.

Examiners:

- Nelson, S. G.—Graduated from Queen's University in Science course; 18 years' experience on examining staff, Civil Service Commission.
- Garrett, C. E.—Training in journalistic and advertising copywriting; course in photography; courses in surveying and chemistry; teaching experience; office experience with Crucible Steel Co. and experience in newspaper work; 21 years of experience in examining work with Civil Service Commission.
- Morgan, R.—M.A. from Edinburgh University; 19 years of experience in examining work with Civil Service Commission.
- McNaughton, H. R.—Teacher's course and course in higher accountancy; teaching experience, and clerical experience with Sun Life Insurance Co.; almost 19 years of experience in examining work with Civil Service Commission.
- Kemmis, A. C.—Admitted to Bar and practised law; experience in newspaper work; 18½ years of experience in examining work.
- Moffit, L. W.—Ph.D. from Edinburgh University in Economics and History; fifteen years of university teaching, first as Professor of History and later as Professor of Economics; executive and organization work as Senior Chaplain during Great War (overseas 1914-19).
- Walker, R. M.—Graduated from McMaster University with first-class honours in English, History, French, German and Sociology; training as professional teacher; for two years head of Department of History, Woodstock Collegiate; has been in examining division, Civil Service Commission, for 20½ years.
- Guthrie, M. C.—Graduated from Queen's University with specialization in English and History; training as professional teacher; taught for one year in Department of English and History, Picton Collegiate; has been in examining division, Civil Service Commission, for 18½ years.

Examiners:

Reid, J. G.—Graduated from Queen's University with specialization in French and German in 1907 and took graduate work in French and English in 1908; training as professional teacher; five years of teaching experience in the secondary schools of Ontario; 18 years in examining division of Civil Service Commission.

Hemsley, S. D.—Graduated B.S.A. from MacDonald College 1933 and B.A. from McGill in 1936 in English; is now completing work for Master's degree with McGill; training in mathematics with Institute of Actuaries, London, England; from 1933 to 1937 held two positions, that of Assistant Editor "Journal of Agriculture," Province of Quebec, and lecturer in English, MacDonald College; experience as examiner for Quebec Schools Leaving Examinations.

Lefebvre, O. A.—Graduated B.A. Ottawa University and B. Paed., University of Montreal; training as professional teacher; course in accounting; 8 years' teaching experience in elementary schools and 6 years in high school; experience as bookkeeper.

Josie, G. H.—Graduated B.Sc. from University of Manitoba 1932 in Physics, Chemistry and Geology; M.Sc. 1935 in Physics and Mathematics; 5 months' experience in chemical analyses.

Holmes, C. P. H.—Graduated B.A. Toronto 1932 in Philosophy, English and History; M.A. Toronto, 1933, English Literature; 1½ years work towards Ph.D. in English Literature; gold medallist on graduation; 2 years with Magazine Digest, Toronto.

Powers, P. R.—M.A. degree from Sacred Heart College, Bathurst; professional teacher's qualifications; engaged as teacher for 12 years, most recently in Edmundston High School before joining staff of Civil Service Commission.

Leger, R. W.—B.A. degree from Ottawa University with specialization in languages; qualifications as professional teacher and taught in Ottawa University for 2 years and Hawkesbury High School for a similar period before joining staff of Civil Service Commission.

By Mr. Pouliot:

Q. Now, Mr. Bland, have you an answer to my letter of March 29th regarding the reason why each one of the persons mentioned on the list that you gave us left the service of the commission? I would like to know why each one left the service or was transferred to another department and in what capacity and at what salary, and whether each one successfully passed an examination?—A. Yes, here is the answer.

Mr. POULIOT: Is it the desire of the committee to have this published?

OTTAWA, April 13, 1939

Dear Mr. POULIOT,—In reply to your letter of March 29, I am enclosing a statement in connection with the names submitted by you, which indicates why the employees in question left the Civil Service Commission, the date of leaving and the class to which reassigned with the salary.

In reply to your inquiry as to whether each of those on the list had successfully passed an examination for the particular position before being permitted to work in the Civil Service Commission, I am to say that all the employees concerned were qualified for permanent appointment—[Mr. C. H. Bland.]

ment except Miss W. M. Bedwell, Miss M. Bastien and Mr. E. W. Sayer, who were appointed from temporary tests in the absence of fully qualified eligibles. Mr. Sayer subsequently qualified, and his reassignment to the Department of the Secretary of State was quite in order.

C. A. BLAND

CIVIL SERVICE COMMISSION

Chart of 1938

Names not on list of 1939

Miss D. C. Askwith (E)—Re-assigned Agric. 20-3-39 Steno. Gr. 1, \$720.
 Miss W. M. Bedwell (Pool)—Released 22-9-38—not qualified.
 Miss M. Bastien (E)—Resigned 1-4-38.
 J. Brackenridge (C.R.)—Re-assigned Nat. Rev. office boy, \$480. 23-5-38.
 Miss V. M. Carnie (E)—Re-assigned P.O. 2-6-38 Clerk, Gr. 1, \$720.
 J. Duguay (E)—Re-assigned P.W.D. 16-1-39, office boy, \$480.
 V. Dooner (E)—Died 7-1-39.
 Miss M. D. Fever (P)—Paid by External Affairs.
 Miss R. Fillman (P)—Paid by External Affairs.
 Miss R. G. Garvock (E)—Re-assigned T&C. 4-7-38, clerk, Gr. 1, \$720.
 J. M. Guay (C)
 Miss F. Howarth (Pool)—Paid by External Affairs.
 Miss T. Jordan (Pool)—Paid by External Affairs.
 M. G. Lalonde (E)—Released, 1-4-38, ill health.
 Miss B. C. Lanthier (Pool)—Resigned, 22-12-38.
 Miss D. Larkin (E)—Resigned, 11-6-38.
 Miss R. E. Lechnitz (E)—Re-assigned, Nat. Rev. 24-1-39, Steno. Gr. 1, \$720.
 Miss E. B. McDougall (E)—Resigned, 24-11-38.
 J. R. McNally (C.R.)—Re-assigned, Nat. Rev., 23-5-38, office boy, \$480.
 J. L. Neveu (E)—Re-assigned, Agric., 27-6-38, office boy, \$480.
 Miss A. E. Paradis (O)—Resigned, 6-1-39.
 E. W. Sayer (E)—Re-assigned, Sec. of State, 23-9-38, steno. Gr. 1, \$720.
 Miss F. Schrie (Pool)—Paid by External Affairs.
 Miss H. G. Sturgeon (E)—Re-assigned, P.O., 2-6-38, clerk, Gr. 1, \$720.
 Miss M. Whalen (Pool)—Paid by External Affairs.
 Messrs. Hughes and Laberge who were known to the committee last year are not mentioned on this list.

By Mr. Pouliot:

Q. Mr. Bland, have you an answer to my letter of March 29th, regarding the recommendations?—A. Yes, I have it here, Mr. Pouliot.

Mr. CLEAVER: If there is anything in this information, Mr. Bland, which you believe in the public interest should not be made public I wish you would indicate it.

The WITNESS: Yes, I will.

By Mr. Pouliot:

Q. There is nothing of that nature?—A. No.

Mr. POULIOT: For the information of the committee I asked who had recommended certain people in the Civil Service Commission, and the answer I received was that they were not recommended. In fact, by checking the list that was given and the previous list I had I saw there were many recommendations from people of importance and I asked the reason, and here is the letter that I wrote to Mr. Bland and his answer:—

OTTAWA, March 29/39.

Mr. C. H. BLAND,
Chairman, Civil Service Commission,
Ottawa, Ont.

Dear Mr. BLAND,—Referring to the list that you handed to the chairman of the civil service committee, showing the names of the employees in the Civil Service Commission and their character referees, will you please tell me why, in the case of Miss P. C. Barry, the name of Mr. T. Wesley has not been mentioned; in that of Miss V. V. Burke, the names of Messrs. J. J. Sullivan, Rev. Geo. E. Fitzgerald and Dr. J. S. Cross have not been mentioned; in that of Miss E. L. Paul, the names of Messrs. J. W. Hopkins, G. N. Andress have been ignored; and in that of Miss M. L. Sallans, the names of Rev. W. A. Osborne and J. M. McLeod have been ignored; in that of Miss B. A. Southgate, the names of Sir F. L. C. Floud, of Miss Thelma Williams and of Archdeacon William Netten have also been ignored, and why, in the case of Miss M. Snipper, referee W. P. Lochnan has also been ignored. I wonder if Miss Snipper is not a cousin of Mr. Carl Lochnan who is at present in the organization branch of your commission.

Referring to your letter of June 25 of last year and the attached list of temporary employees of your commission, I would be thankful to you to tell me why Misses V. V. Burke, E. L. Paul and M. L. Sallans had not been recommended.

I would be also thankful to you to tell me if it was because Sir Francis Floud had recommended Miss Southgate that her name does not appear on the above mentioned list.

If my memory is good, I quite recollect that Mr. Dafoe of the *Manitoba Free Press* has recommended Mr. Hughes, and I wonder why Mr. Dafoe's name does not appear as referee to Mr. Hughes, on the list you gave yesterday to Mr. Chairman of the civil service committee.

April 13, 1939.

Dear Mr. POULIOT,—In reply to your letter of March 29 which referred to the list handed to the chairman of the civil service committee showing character referees for the employees on the commission's staff, I may say that the variation as between the list furnished last year and that of this year is largely due to the fact that your request of this year referred to the "three names and addresses of people who have recommended each one now in the Civil Service Commission." The names furnished you this year are in most cases those of the three referees named by every applicant on his application form. In a number of cases, as you have noted, there are more than three letters appearing on the file.

In regard to your enquiry as to why the name of Mr. T. Wesley has not been mentioned in the case of Miss P. C. Barry, I may say that it is regretted that an error occurred in the list as sent to you last year and that the name of this referee should read "T. Wesley Cosens" as contained in this year's list. In regard to Miss V. V. Burke it may be

[Mr. C. H. Bland.]

pointed out that letters appear from the three referees mentioned in this year's list as well as from the three whose names you mention. In regard to Miss E. L. Paul it may be noted that while only three names were mentioned on this year's list as in other cases, letters also appear on the file from Messrs. J. W. Hopkins and G. N. Andrews. Similarly three names only were furnished in the case of Miss Sallans. The same applies to Miss Southgate whose file contains letters from the three referees mentioned in your letter as well as from the three whose names were mentioned on the application form.

In regard to Miss Snipper it may be noted that the omission of the name of Mr. Lochnan is due to the fact that this name did not appear on her original application form. Miss Snipper is not related to Mr. Carl Lochnan who is employed in the organization branch of the commission.

In regard to your enquiry as to why Misses V. V. Burke, E. L. Paul, M. L. Sallans, and B. A. Southgate are not shown as recommended on the list accompanying the commission's letter of June 25, it is to be noted that the notation "not recommended" on that list referred to the fact that the employees had been appointed after successful examination, and not as a result of recommendation.

The explanation of the fact that Mr. Dafoe's name does not appear as a character referee for Mr. Hughes is, as in many other cases, the fact that only the three referees named by the candidate on his application form were furnished on this year's list.

Yours truly,

C. H. BLAND, *Chairman.*

Now, Mr. Bland, there was another letter of March 29 asking who are the employees of the Civil Service Commission who are related or connected with civil servants and who have given them character references?

Mr. MACNEIL: Will you repeat that?

Mr. POULIOT: I will give you a copy.

The WITNESS: That question was referred to Mr. Nelson for study and he has been making investigations on it; I am sorry that the complete return is not yet ready.

By Mr. Pouliot:

Q. Have you order in council PC 12035?—A. Yes.

Q. Of July 16?—A. Yes.

Mr. MACNEIL: What is the date?

Mr. POULIOT: July 16, 1935. I wonder, Mr. Chairman, if this has been published already in the report? I do not think so.

The CHAIRMAN: Which order in council is that?

Mr. MACINNIS: What has it reference to?

Mr. POULIOT: It has reference to the lifting of the ban on promotions. It has been referred to. I do not know if it has been published.

The WITNESS: I think it was published in last year's report.

Mr. POULIOT: This is a copy of the order in council.

The WITNESS: It is the original order in council.

By Mr. Pouliot:

Q. Our esteemed colleague Mr. Cleaver last year referred to back-door methods in respect to promotions. The order in council, Mr. Bland, was effective from the 16th of July, was it?—A. Yes. It was passed on the 16th of July.

Q. And fifteen people on the Civil Service Commission staff received their promotions from that time, from that very date?—A. That is true.

Q. Amongst them were nearly all of the old timers of 1918?—A. Well, I would have to check those names. I imagine a good many of them would be old timers, because they would be the senior officials.

Q. Yes. Therefore, seniority counted in those promotions?—A. Well, they were reclassifications of duties, not exactly promotions.

Q. Is it necessary to show you the tabulation to ask you if you remember if office boys were promoted?—A. I do not recall that, Mr. Pouliot.

Q. You do not recall that?—A. No.

Q. I will show you the tabulation.—A. I see one office boy on this list.

Q. There are more than that, Mr. Bland?—A. Oh, yes, there are three.

Q. Yes, three. Is it of any interest to have this list published?

Mr. LENNARD: No. You will have a book the size of the Encyclopedia Britannica if you keep on.

Mr. POULIOT: Then I will keep it for my own use, if it is the wish of the committee, and deal with it later on. I shall not press that further. I do not wish to do anything that the committee does not like.

By Mr. Pouliot:

Q. Now, Mr. Bland, I will not ask you the name of the person in the organization who is thirty-two years of age and who has been employed for eleven years, but I will show you the documents.—A. Yes.

Q. She is competent?—A. Yes, I think so.

Q. Will you please read this letter to the committee?—A. Yes. This is a letter addressed to E. H. Coleman, Esquire Under Secretary of State, Ottawa, Ontario, and reads as follows:—

Dear SIR,—I beg to refer to your requisition of December 14, 1938, to fill position of translator in the bureau for translations branch of your department. It will be necessary for you to certify that a knowledge of both English and French is or is not required, as stipulated in the commission's circular letter, 1938-11 of May 27, 1938.

I would request that you kindly supply the required statement at an early date, as it is necessary to withhold action in the meantime.

Q. Therefore, a competent person wondered if it was not necessary to be bilingual to be a translator. Here is another letter to the same effect for another position in the bureau of translations.—A. Yes.

Q. The same thing?—A. Yes.

Q. Then Mr. O'Meara wrote back to the commission: "I beg to advise you that a knowledge of both English and French is required for this position of translator, Bureau of Translations."—A. Obviously so, yes.

Q. And a letter to the same effect was written by Mr. O'Meara on January 9th for another position?—A. Yes.

Q. Now, Mr. Bland, will you please look at this (showing document)?—A. Yes. I have seen that before.

Q. It is a requisition of the organization branch asking for office boys?—A. Yes.

Q. It provides with regard to age limit: Candidates must not be under sixteen years of age, and must not have reached their eighteenth birthday on the day of the examination.—A. That is true.

Q. Yes; and military preference was also mentioned?—A. By mistake, yes.

Q. Was it approved by the board of commissioners?—A. No. It was a mistake.

[Mr. C. H. Bland.]

Q. How was it published without being approved by the board?—A. That paragraph with reference to military preference is a paragraph that is issued in all notices advertising examinations; and in this particular case it should not have been included. It was included by mistake by the clerk who prepared it, and the commissioners did not know it until later, but they immediately took steps to have it rectified.

Q. Did you try to verify who did it and did you tell him to be more careful in the future?—A. Yes.

Q. Will you please tell the chairman privately the name of the person and he will tell me later on?—A. Yes.

Q. I do not want to cause the civil servants any trouble, but I want them to be efficient, to have fitness. Now, Mr. Bland, regarding forms. Will you please take notes, Mr. Bland?—A. Yes, certainly.

Q. Regarding promotional rating forms?—A. Yes.

Q. It is easy to praise them by their number, is it not?—A. Well, I do not hear much praise of them.

Q. I have here promotional rating sheet or form CSC234.—A. I know the one you mean.

Q. I would like to know for what period of time it has been in force.—A. What period it has been used?

Q. What period it has been used, yes; from what date to what date?—A. I can tell you from the notation at the bottom of the form. This is an old form, and I should say it had been in use for probably about ten years.

Q. From what year to what year?—A. There is no date on this particular one, but I should imagine that was put in use in approximately 1924 or 1925.

Q. From 1924 or 1925 until 1934?—A. I should think about that, yes.

Q. This one here is form C.S.C.232B, July, 1925?—A. Yes.

Q. Promotional rating blank B?—A. Yes.

Q. Is it still in use?—A. No. That has been changed. I should think that would have been in use for approximately the same period, about ten years.

Q. From when?—A. 1925 to 1935.

Q. Thank you. Then form C.S.C.278, March, 1938; is it still in use?—A. It is the one in use now.

Q. It is in use now?—A. Yes.

Q. Since March, 1938?—A. No; that is when it was reprinted. I think it was in use for a year or two before that.

Q. Thank you. Now there are other forms here; here is form C.S.C.281, August, 1931; is it still in force—oral examination report for position of letter carrier?—A. I will have to have my answer checked by the chief examiner on that. I think that has been changed slightly in the last form.

Q. But it has been in force for several years?—A. Yes. It was in force for several years.

Q. And it was printed in 1931?—A. That is true.

Q. Now let us take form C.S.C.273-15C, March, 1932, oral examination report.—A. That ceased to be in use in 1932 or 1933, when the class of position for which it was made—prison guards—was removed from the operation of the act.

Q. What about oral examination report, form C.S.C.234A, February, 1937?—A. That is still in use, I think, although there have been two or three minor changes.

Q. What are they?—A. I would have to ask the chief examiner.

Q. Could I ask that question right away of Mr. Nelson, if it is the pleasure of the committee? I will be through in a few minutes.

Some hon. MEMBERS: All right.

Mr. S. G. NELSON, Chief Examiner, Civil Service Commission, called.

By Mr. Pouliot:

Q. Will you answer that, Mr. Nelson?—A. In connection with this form 234?

Q. Yes; how long has it been in use?—A. There has not been any material change made in that form. The set-up may be different, but the material is the same. I think there is no material change in that.

Q. What about this form 232B?—A. That one is not in use at all at the present time.

Q. It has been in use for the period of time mentioned by Mr. Bland?—A. Yes.

Q. What about this one—promotional rating from 278?—A. That form is presently in use.

Q. What about this form, 281, August, 1931, oral examination report for position of letter carrier or mail porter?—A. That has been changed in respect to the third factor.

The CHAIRMAN: Gentlemen, Mr. Bland wishes to look over these letters which were handed to the reporter; and if there is anything confidential in them, necessarily that will not be printed.

Mr. POULIOT: Oh, yes. I do not think there is anything confidential in them.

Mr. BLAND: I do not think so, either. I should like to make certain, though.

Mr. POULIOT: There are the names of highly respectable people there,—the high commissioner of Great Britain and people like that, people who are highly respectable.

Mr. MACINNIS: At least, we can assume they are.

Mr. POULIOT: We all give them the benefit of thinking they are equal to their functions.

The WITNESS: This form 281, oral examination report form for letter carrier, has been changed under factor 3 to provide for a rating on the physical adaptability of the candidate rather than physical fitness.

By Mr. Pouliot:

Q. Adaptability?—A. Adaptability.

Q. When was the change made?—A. Within the last six months.

Q. Adaptability?—A. Yes.

Q. What about oral examination report, March, 1932, form 273?—A. That has been in disuse since prison guards were exempted.

Q. And form 238, February, 1937, is in force now?—A. That is the form that is still in force, but is very sparingly used.

Q. What is the form that is used?—A. Well, you will notice this is a general report form; it does not apply to any particular position. In a good many cases we have a form particularly applying to the position that is open.

Q. Will you please look at those forms which have no numbers and have blanks for recommendation of the chief of the organization branch, of the examiner in charge and of the secretary; they require the recommendation of the secretary and they have been in force as long as Mr. Foran was secretary of the commission?—A. That or a similar form, I presume.

Q. Yes, with the same.—A. The same notation.

Q. With the same notation for a recommendation by the secretary?—A. Yes.

Q. All the time Mr. Foran was there. And if you remember, was there a similar form regarding promotions; the recommendation of the secretary was

[Mr. S. G. Nelson.]

mentioned?—A. Well, as explained last year and by Mr. Bland this year, Mr. Pouliot, the forms addressed to the secretary and emanating from the examination branch did not, in large measure, go through the secretary. That is, possibly ten or twenty per cent may have gone through the secretary's office; the others were dealt with directly by the commission.

Q. You see this here: "Recommended, secretary" on form 234?—A. That is quite correct; but he did not get it in most cases.

Q. Yes, but he could get it any time he wished?—A. Oh, yes; and in cases of doubt or differences of opinion they undoubtedly did go to the secretary.

By the Chairman:

Q. Would it be possible, Mr. Nelson, to have a copy of each of the new forms that are actually employed by the commission?—A. Yes.

Q. I should like to have a copy of each of the actual forms that are used.—A. They could be obtained.

Mr. POULIOT: Yes. But there is a multitude of forms; in fact, there are too many of them. Last year the committee was supplied with one copy of each of the forms, and some of them are apparently obsolete, judging by what has been said this year by Mr. Bland. But every member was supplied with a copy of each form, in a large envelope.

Mr. BLAND: That is true; although as you say, Mr. Pouliot, many of those forms are now obsolete. But if it will be of any help to you and to the committee, we shall be very glad to give you up-to-date forms in complete shape now.

Mr. POULIOT: Yes. But they became obsolete between the sittings of last year's parliamentary committee and those of this year's parliamentary committee.

Mr. BLAND: No. When the order was passed by the commission to supply the committee with forms, I think every form that had ever been used by the commission was put in that reply.

Mr. POULIOT: Every form?

Mr. BLAND: Every form that had been used. Consequently, I think that a good many of the forms that you secured last year were then obsolete.

Mr. POULIOT: But many of them are not interesting, although they may give rise to a lot of this red tape business.

Mr. C. H. BLAND, Chairman, Civil Service Commission, recalled.

By Mr. Pouliot:

Q. Mr. Bland, there is one point with regard to examinations about which I am not well seized, and that is with regard to the ratings. Of course, some applications are not rated. They are just put aside because the man does not have the qualifications?—A. Yes, that is true.

Q. Are all applications from candidates rated?—A. No.

Q. No.—A. If the candidate does not possess one of the specified qualifications, his application form is not rated; it is eliminated.

Q. Are application forms decided upon by examiners or by clerks?—A. In certain cases by examiners; in other cases by clerks. For example, if it is a question of age or a question of British citizenship, that is not decided upon by an examiner; it is decided upon through the birth certificate by a clerk.

Q. How about with regard to qualifications?—A. By examiners.

Q. It is pretty difficult for a clerk to decide upon the qualifications of a technical man.—A. I agree with you there.

Q. But in some cases were they not rejected just by clerks on account of not having technical qualifications?—A. Well, there might be cases such as

you have in mind. For example, if a man was required, for a certain position, to have university graduation, and he did not give proof of university graduation, he would be automatically eliminated by the clerk.

Q. I know that. But it is very much more detailed than that.—A. In the more detailed cases the elimination would be made by an examiner rather than by a clerk.

Q. Is it done by the organization branch?—A. No, by the examination branch.

Q. At page 126 you were asked about positions in the meteorological service?—A. Yes.

Q. Part time positions; and I asked you if appointments were made by the commission. I knew they were so made; it was a slip. But were they not made on the recommendation of the meteorological officer in Toronto?—

A. Well, my recollection was that the appointments were made by the commission on the recommendation of the advisory board of examiners, one of whose members was a representative of the department. But that is a question as to which I suggested you could get more definite details from Mr. Nelson than from myself.

Q. Do you remember that, Mr. Nelson?

Mr. NELSON: That was the appointment of those students?

Mr. POULIOT: Yes.

Mr. NELSON: For summer work?

Mr. POULIOT: Yes.

Mr. NELSON: Yes. The director of the meteorological service was present at the board; but as well we had a technical man from the research council, from the physics department of the Research council. I could give you his name, if you wish it.

Mr. POULIOT: Therefore, the recommendation was made by the commission; the appointment was made by the commission on the recommendation of those two gentlemen, mostly?

Mr. NELSON: The commission also was represented.

Mr. POULIOT: Yes, I know; but there was nobody with peculiar knowledge of meteorology in the Civil Service Commission.

Mr. NELSON: Not of meteorology, no; we had an examiner with a knowledge of physics.

By Mr. Pouliot:

Q. Mr. Bland, have you obtained from Mr. Ronson a list of the employees under the Civil Service Commission and those appointed by the Civil Service Commission?—A. No. I asked for that, but I have not got it.

Q. I suggested that.—A. I know you did. I asked him for it.

Mr. MACNEIL: May I ask if this statement is the one put on the record at page 83 ?

Mr. POULIOT: No. The other day the statement that was put on the record was regarding the appointments, in the first place, by the Civil Service Commission, and in the second place, otherwise. The present statement is regarding blanketing in. There are many people who were not appointed by the Civil Service Commission and who are now under the Civil Service Commission. It would help those who try to favour the long term temporaries, because many appointments were made otherwise than by the Civil Service Commission, and now those people are under the Civil Service Commission and can take advantage of the superannuation fund. I have prepared a small tabulation regarding those that were under \$600 and so on, who are

[Mr. S. G. Nelson.]

[Mr. C. H. Bland.]

under the Civil Service Commission, and another list of those who have been appointed by the Civil Service Commission and the last column shows those who have been blanketed in.

By Mr. Pouliot:

Q. Looking at that, Mr. Bland, making a comparison between the 26,818 who have been appointed by the Civil Service Commission and the 33,448 who are now under the Civil Service Commission, you have 6,635 who have been blanketed in by order in council or otherwise, at least?—A. That might also include some of those who had been appointed prior to the coming into force of the act.

Q. Oh, yes. But nevertheless were they appointed by the Civil Service Commission?—A. No. They were there when the Civil Service Commission came into being.

Q. Yes. Therefore, all those who were appointed by the Civil Service Commission on that list total 26,818?—A. Well, those are Mr. Ronson's figures. I have no reason to doubt them.

Q. Those who were under the Civil Service Commission at that date were 33,448?—A. Yes.

Q. Which makes it plain that 6,635 were blanketed in without passing any examination?—A. Well, my own guess would be that the total number of 6,000 odd that you give would not have been blanketed in, but some of those would have been blanketed in and others would have been there before the coming into force of the act.

By Mr. MacNeil:

Q. At what date did the blanketing in by order in council occur?—A. Perhaps I could explain that in this way. The new act came into force in 1919. Since that time, almost every year, there has been a number of others brought under the act who were not originally appointed by the Civil Service Commission. That would constitute the great bulk of the 6,000 odd to which Mr. Pouliot refers; but there would probably be a few who were in the service at the time of the coming into force of the act who were not blanketed in afterwards.

By Mr. MacInnis:

Q. Would those who have been blanketed in since that time be permanent civil servants who came into the service by regular appointment?—A. No, not in all cases. One case that I think Mr. Pouliot will have in mind will be the staff of the soldiers' settlement of Canada. They were originally a temporary organization. They were appointed not under the Civil Service Act nor by the Civil Service Commission. But in 1935, I think the year was, they were given permanent status under the Civil Service Act by legislation, and that brought in several hundred employees of the kind to which Mr. Pouliot refers.

Q. Was that done on a recommendation made by some of the civil service committees appointed between 1930 and 1932?—A. I think the 1932 committee viewed it with favour. These were the remaining employees of what had been a temporary organization and it was the remaining nucleus that was left on a permanent basis. Those employees, many of them, were returned soldiers who had given excellent service. It was the feeling of their department, and I think of the civil service committee of 1932, that they should be given permanency.

By Mr. MacNeil:

Q. And it was on the recommendation of the department that they were competent?—A. Yes.

Q. And qualified?—A. Yes, in each case.

Q. The commission had no objection?—A. The commission had no objection to it.

Mr. POULIOT: I have this small list that might be published if it is of interest to the committee.

Mr. MACINNIS: All right.

	Under C.S.C.	Appt. by C.S.C.	Blanketed in
Total..	33,448	26,818	6,635
Under \$600..	1,045	2,089	1,054
\$600—\$999..	2,639	3,078	439
\$1,000—\$1,999..	23,148	17,609	5,539
\$2,000—\$2,999..	4,632	2,901	1,731
\$3,000—\$3,999..	1,368	799	569
\$4,000—\$4,999..	433	243	190
\$5,000—\$5,999..	104	55	49
\$6,000—\$6,999..	42	24	18
\$7,000—\$7,999..	22	9	13
\$8,000—\$8,999..	6	2	4
\$9,000—\$9,999..	5	1	4
\$10,000..	4	2	2

By Mr. Pouliot:

Q. Now, I come to a most important question on which I wrote you the other day. It is this letter of March 29th which reads as follows:—

Dear Mr. BLAND,—Referring to the seventh recommendation of the report of the 1938 Civil Service Committee, will you please tell me:—

- (1) How many surveys have been completed by the organization branch in each particular unit, during the current fiscal year?
- (2) What is the number of surveys not completed and pending?
- (3) When will each one of these surveys be completed?
- (4) How many surveys were requested for the current fiscal year, and in what units?
- (5) When are they expected to be completed in each case?

Will you please bring that information to the committee tomorrow morning.

Yours sincerely,

(signed) JEAN-FRANCOIS POULIOT.

A. I have here a tabulation, Mr. Pouliot, which contains the information you wanted with one exception, it does not state when it will be completed, because that is something I cannot answer at the moment. They will be completed just as soon as we can get through with them. I cannot give you any exact date. This contains the other data.

UNIT SURVEYS COMPLETED CALENDAR YEAR 1938

	Units	Positions
Agriculture..	16	1,064
Post Office..	31	2,063
Soldier Settlement..	1	337
External Affairs..	4	19
Fisheries..	2	682
Insurance..	1	10
National Defence..	7	402
Civil Aviation..	2	48
Finance..	6	391
National Revenue..	8	1,289
Post Office Finance	3	466
Customs ports		
National Revenue..	5	294

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

UNIT SURVEYS COMPLETED CALENDAR YEAR 1938—*Cont.*

	Units	
Justice..	2	16
Labour..	9	134
Pensions and National Health..	25	2,068
Public Works..	7	210
Secretary of State..	6	332
Trade and Commerce..	7	206
Transport..	5	134
R.C.M.P..	1	24
Mines and Resources..	1	11
Total..	149	10,200

Department	Requested during current fiscal year	Completed	On hand
Agriculture..	29	19	23
Board of Transport Commissioners..	1	1	..
Chief Electoral Officer..	1	1	..
Civil Service Commission..	1	1	..
External Affairs..	1	1	..
Finance (Mint)..	1	..	1
Finance..	4	3	1
Fisheries..	1	1	..
Governor General's Secretary's Office..	1	1	..
Insurance..	1	..	1
Justice..	3	3	..
Labour..	10	10	..
Mines and Resources.. (Recent)	17	2	15
National Defence..	3	7	5
National Research Council..	1	..	1
National Revenue..	10	8	6
Pensions and National Health..	68	34	34
Post Office..	84	63	36
Public Printing and Stationery..	1	1	..
Public Works..	13	8	5
Royal Canadian Mounted Police..	5	5	..
Secretary of State..	7	3	5
Soldier Settlement of Canada..	1	..	1
Trade and Commerce..	11	5	6
Transport..	10	9	1
Departmental Libraries..	1	1	..
P.F.R.A..	1	..	1
	287	187	142

In connection with certain requests on hand, Departments have requested resurveys as early as six months following the previous survey and there are many requests which have been received within a year from the previous survey. The Commissioners have ruled that in view of the volume of work on hand, it is not possible, except under unusual circumstances, to conduct a resurvey within approximately two years. By regulation one year must elapse between surveys.

Recently the Commission has been concentrating effort in completing surveys on hand promised during the current fiscal year. It is not practicable to state when surveys now on hand will be completed since some of them are not allowable for some time to come.

UNIT SURVEYS

January 1, 1938—December 31, 1938

Agriculture

No. of Positions	Unit
44	Marketing Services
156	Botany Division
37	Chemistry Division
71	Horticultural Division
26	Poultry Division

No. of Positions	Unit
7	Bee Division
10	Fibre Division
10	Tobacco Division
177	Entomological Branch
142	Plant Protection Services
52	Publicity and Extension Branch
204	Live Stock and Poultry Products, Production Services
27	Animal Husbandry Division
11	Charlottetown, P.E.I., Experimental Station
41	Kapuskasing, Ont., Experimental Station
49	Fredericton, N.B., Experimental Station

 1,064
External Affairs

Administrative:

5	Secretaries
2	Counsellor
7	Financial, Personnel and Purchasing
5	Chief Clerk

 19
Finance

12	Superintendent of Bankruptcy
105	Royal Canadian Mint
	Comptroller of the Treasury:
110	Mines and Resources Division
86	Transport Division
9	National Harbours Board, H.Q.—Ottawa
69	National Defence Division

 391
Fisheries

15	Fish Hatcheries
667	Inspection—Eastern Division

 682
Insurance

10	Examination of Companies
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Justice

10	Exchequer Court
6	Purchasing Agent's Branch

 16
Labour

46	Annuities Branch
7	Combines Investigation
19	Employment Service
4	Fair Wages

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[Mr. S. G. Nelson.]

No. of Positions	Unit
3	Labour Gazette
7	Circulation and Intelligence
15	Prices and Statistics
1	Technical Education
32	Administrative (Research, Library and Supplies)
<hr/>	
134	
	<i>Mines and Resources</i>
11	Port of Sarnia—Immigration Branch
	<i>National Defence</i>
84	Halifax Dockyard
104	Esquimalt Dockyard
18	Printing and Stationery
86	Royal Military College
58	Contracts Branch
41	Administrative
11	Aircraft Development Branch, Royal Canadian Air Force
<hr/>	
402	
	<i>National Revenue</i>
274	Excise Tax Branch
971	Income Tax Branch
	Excise Duty—H.Q.—Ottawa:
4	Commissioner's and Assistant Commissioner's Office
2	Secretary's Branch
8	Chief Inspector's Branch
12	Excise Check Branch
9	Stamp Branch
9	Excise Seizures
2	Port of Amos, P.Q.
11	Port of Guelph, Ont.
20	Port of Belleville, Ont.
10	Port of Welland, Ont.
251	Port of Vancouver, B.C.
	(No action by Department's request)
<hr/>	
1,583	
	<i>Pensions and National Health</i>
82	Administrative Branch—Review Division
	Pension Council Division
	Stenographic Pool
9	Public Health Engineering Division
20	General Administrative Division
41	War Veterans' Bureau
38	War Veterans' Allowance Board
63	Foods and Drugs
6	Food and Drug Inspectors
57	Pensions Branch and local Canadian Pension Commission—Ottawa
11	District Office, Pensions Branch, London, England
177	Vancouver District Office

No. of Positions	Unit
252	London District Office and Windsor Sub-Office
111	Canadian Pension Commission—Ottawa
263	Montreal District Office and Quebec Sub-Office
51	Regina District Office, Pensions Branch and local Canadian Pension Commission
150	Winnipeg District Office, Pensions Branch and local Canadian Pension Commission
9	Proprietary or Patent Medicine Division, Health Branch
20	Narcotic Division, Health Branch
35	Treatment Division, Pensions Branch
24	Laboratory of Hygiene, Health Section
8	Pension Appeal Court, Pensions Branch
93	Pensions Branch, Calgary, and local Canadian Pension Commission
44	Pensions Branch, St. John, and local Canadian Pension Commission
100	Pensions Branch, Halifax, and local Canadian Pension Commission
391	Toronto and Hamilton District Office
13	Medical Investigation Division

2,068

Post Office

Ontario Post Offices—

33	Stratford
27	Galt
15	Pembroke
27	Belleville
447	Ottawa
41	Sudbury
18	Orillia
31	Sault Ste. Marie
7	Kenora

Quebec Post Offices—

15	Chicoutimi
5	Cap de la Madeleine

Saskatchewan Post Offices—

7	Yorkton
30	Prince Albert

Alberta Post Offices—

205	Edmonton
33	Medicine Hat

British Columbia Post Offices—

68	New Westminster
16	Trail
12	Nelson
120	Victoria
24	District Superintendent's Office—Edmonton
54	Secretary's Branch
28	Public Relations Branch
278	Calgary Post Office and District Office

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

No. of Positions	Unit
193	London Post Office and District Office
148	Halifax Post Office and District Office
38	Edmonton Postal District Office
75	Office Service Division, Postal Service
42	Air and Land Mail Services
16	Philatelic Division
	Financial Branch:
151	Revenue Division
287	Money Order Division
28	Savings Bank
9	Postmaster General's Office
1	White Horse Post Office, Yukon Territory

2,529

Public Works

10	Telegraph Service, Headquarters
76	Administrative Branch
24	Chief Architect, Dominion Buildings
25	Office Staff of the Superintendent of Government Buildings
6	Chief Architect—Outside Ottawa—Toronto
34	District Resident Architects' Offices—Outside Ottawa
35	Chief Engineer's Office and District Engineers' outside Ottawa— London, 13; St. John, 12; Rimouski, 10

210

Secretary of State

114	Bureau for Translations
24	Administrative—Accounts, Correspondence and Remission Branches
11	Registrar's Branch
113	Patent and Copyright Office
41	Naturalization Branch
29	Companies' Branch

332

Trade and Commerce

26	Motion Picture Bureau
	Commercial Intelligence Service:
40	Headquarters
62	Trade Commissioners
46	Administrative
8	Electricity and Gas Inspection Branch
17	Weights and Measures—Administrative
7	Weights and Measures

206

Transport

20	Stores, Administration
25	Aeronautical Engineering Section, Air Services, Civil Aviation
52	Office Service Section
23	St. Hubert Airport, Civil Aviation

No. of Positions	Unit
45	Radio Licence Section
	Marine Agencies:
8	Prince Rupert, B.C., Agency
9	Montreal, P.Q., Agency
<hr/>	
182	

Royal Canadian Mounted Police

- 24 Secretary's Branch
 Purchasing Branch
 Criminal Investigation Branch

Soldier Settlement of Canada

- 337 Whole department

Grand Total—January 1, 1938-December 31, 1938—10,200 positions covered by unit surveys in 149 units.

NOTE.—Unit surveys were not undertaken in the following departments—or were started but not completed and entered in minutes prior to December 31, 1938.

Archives
 Auditor General
 Board of Transport Commissioners
 Civil Service Commission
 Governor General Secretary
 Privy Council
 Public Printing and Stationery

Q. Yes, I know. Thank you. Well now, Mr. Bland, is it not true that in some cases departments or branches have been notified that surveys could not be made within two years?—A. I would think that was rather doubtful. I think that if any survey had been made within the last two years then the department or branch was told that they would not have another survey made within the next two years.

Q. Now, Mr. Bland, is it not to your knowledge that one deputy minister asked you to hold certain cases while he was away and in the meantime the commission got in touch with the assistant deputy minister and at his request dealt with two out of eight people for whom recommendation had been made for promotion and was told that it would be with the understanding that the others would not be considered?—A. Well, if I am referring to the same cases you are—I think I am—we first received from the deputy minister a letter asking us to take no action during his absence.

By Mr. MacInnis:

Q. With regard to what?—A. With regard to the reclassification of certain officers in the department.

By Mr. Pouliot:

Q. And two days after you received another letter?—A. That is true.

Q. In which he told you he had no objection to considering these two?—

A. That is true.

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

Q. He asked you at the same time to hold the matter concerning the others?
—A. Yes.

Q. In his absence?—A. Yes.

Q. And, disregarding the recommendation from the deputy minister you dealt with the assistant deputy minister and you came to the understanding that you would grant a promotion to the two officials mentioned in that letter and that you would not consider the others?—A. No. We carried out the request of the deputy minister. We did deal with the two positions he asked us to. We have not dealt with the others.

Q. No, you have not dealt with the others. In that particular letter there was an understanding that you would not take up the others?—A. We have not taken up the others.

Q. I know that. It is not a question of taking up or not taking up, it is a question of an understanding with the assistant deputy minister?—A. I have had no understanding with the assistant deputy minister. The understanding which you referred to and which I referred to was in the particular letter from the deputy minister asking us to take no action with respect to the other cases until he returned. We dealt with the two which he approved.

Q. While he was away?—A. He is away yet. I am afraid I do not get your point.

Q. My point is very clear, Mr. Bland. The deputy minister said, hold the matter, I am going away?—A. Yes.

Q. Then somebody evidently saw him—I do not know what happened; but two days after he wrote you another letter?—A. Yes.

Q. In which he said; I have no objection to the promotion of the two right now?—A. That is true.

Q. —but please hold the matter concerning the others in my absence?—A. Yes.

Q. Don't close the matter?—A. That is true.

Q. And then the assistant deputy minister was interviewed by the Civil Service Commission and then you made arrangements for him for the two referred to in that correspondence?—A. Yes.

Q. And my point is that you did not hold out the matter for the others; the matter was closed then?—A. Oh, no, it was not.

Q. It was not?—A. No.

Q. Oh, yes; and, of course, there were no examination competitions?—A. No, that is true.

Q. And you know also Mr. Bland, that with regard to promotions the important matter is to change the title of the position of one individual even when he does no more. The title is changed, he has a more pompous title, and he carries a higher salary; is that not true?—A. I should certainly say that is a wrong basis for classification, and I do not follow it.

Q. You know that very well, Mr. Bland; when a man wants a higher salary he changes the title of his position?—A. The commission would not grant a man a higher classification because he had changed his title.

Q. Of course, other reasons are given. And is it not also to your knowledge that in some cases some members of the organization branch may have been friendly with members of parliament who are trying to do something against the Act or against the regulations?—A. Well, Mr. Pouliot, my experience with members of the organization branch and the examination branch both is that they have been trying to do their duty on the facts, and these facts alone have been the things that dominated.

Q. I would not insist on that. Well now, Mr. Bland, at times you ask for legal opinions from the Department of Justice; and, Mr. Chairman, I have here a letter from the Hon. the Minister of Justice stating that from October 1, 1933, to October 1, 1938, there were 96 legal opinions given by the Department of Justice to the Civil Service Commission regarding the Civil Service Act. The list is as follows:—

Date	Legal opinions given
1933..	5
1934..	15
1935..	17
1936..	20
1937..	24
1938..	15
Total..	96

And, in the case of counsel, for the Transport Commissioners, will you please tell me, Mr. Bland what was the difference between the legal opinion given by the Department of Justice concerning the rejection of any candidates for cause and the previous practice of the commission, and also the previous legal opinions of the Department of Justice; and the subsequent rulings?—A. The question of the rejection of appointees under the Civil Service Act has always been a contentious one. The Act of 1908 provided that rejections could be made at any time after a period of two months and before a period of six months had elapsed. The Act of 1918-19 changed that to provide that rejection could be made at any time within a period of six months, leaving out the period of two months. The Act of 1932, or the amendment of 1932, changed that again to read that while rejection might be made by the department for cause at any time within six months, the reasons for the rejection must be given to the commission at the time of rejection. Now, consequent upon the changes of the law there have been changes in procedure. They are based on the original rulings of the department prior to the change in the law when cause had to be stated, so that the department had the power to reject and the commission must accept the rejection. When the question of cause was introduced in legislation there was necessity for further decision in a matter of that kind, and the Department of Justice first ruled then that the cause to be given by the department must be what I could perhaps call a satisfactory cause, or a justifiable cause; or, otherwise, the cause of rejection must not be simply an exercise of whim, or partially, or something of that kind; it must be a legitimate cause, proof of unsuitability for the position.

When this particular position was advertised an eligible list was established by us for that position of counsel in the Board of Transport Commissioners. The eligible list was set up and the gentleman whose name was first on that list was a returned soldier, and then there were two or three civilians. The returned soldier was assigned to the department and the department rejected him giving as cause that they did not think he had the type of legal experience required. The commission did not think that reason for rejection was satisfactory and with the department submitted a case to the Department of Justice for a ruling as to whether or not that rejection had to be accepted. As I say, the department was advised that the commission was doing that, and they accordingly made a submission on their own behalf. The ruling of the Department of Justice was that the rejection of the department was legal and the commission must accept it. That is the situation as well as I can remember it.

Q. Yes, I know; but what you don't get—it is in these matters I would support the contention of the commission.—A. I am glad to hear that.

Q. To have power to reject a candidate, do you see, on account of previous rulings and practice?—A. Yes.

Q. And it was not so long ago, Mr. Bland, that a previous legal opinion was given?—A. I remember it.

Q. Yes. Now, your Mr. Potvin mentioned that in a report, did he not?—A. He did.

Q. What was the conclusion of the commission in this matter?—A. The conclusion of the commission was that it did not consider that the rejection by

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

the department was legal, but as the department decided it was legal and claimed it was legal, our only recourse was to ask the law officers of the crown what the legality was; which we did.

Q. Here we have a case: We have the officials of the Department of Justice making everybody seasick by giving legal opinions from port to starboard; and I wonder if it would be interesting to have the memorandum of Mr. Potvin on record?

Mr. MACINNIS: Is that unusual for the legal profession to do things like that.

Mr. POULIOT: No; but I mean when a direction is being given the compass should always show the same direction.

The WITNESS: May I repeat, I would like very much if the Civil Service Commission could get some assistance from this committee on this very vexed question of rejections.

By Mr. Pouliot:

Q. Yes, and not only that, Mr. Bland; I would be ready to support most of the recommendations of the committee which are not a handicap to the Civil Service Commission, but which will help them to go right?—A. I appreciate that.

Q. And we have nothing against anybody; no grudge. I have said that repeatedly. We want to help you there. We want to help the underdogs who are not always pulling strings and who are not chasing members in the corridors of the House of Commons trying to get favours.

That is why I brought up this question of rejections; because it is really a difficult and vexed question for the commission to administer under the present set-up.—A. I would very much like to see this committee recommend that it be clarified so that we could administer it in the best interests of the service.

Mr. POULIOT: That is exactly what I think. What I think is this, when one legal opinion is given by an official of the Department of Justice—senior counsel or adviser of the Department of Justice—regarding the interpretation of one section of the Act, that interpretation should remain the same until the Act is changed in order that there be no change in practice. The practice should be uniform; and it is one of the great mistakes of the Civil Service Commission that they have varied practices regarding married women, and all sorts of things, and it was impossible to know what was the interpretation; and the reason I say that is just on account of the special privilege that is given to some people. Cases are considered individually—of course, as they should be—with the idea of doing something for one that is not done for the other; that is why the practice should be uniform, so that there will be no favouritism shown in the rulings of the Civil Service Commission. Therefore, when a practice is established there should be no reason to change it as was done in the Beauceville post office case. There was no reason at all to change that practice, it was good.

The WITNESS: Well, Mr. Pouliot, if this committee could give us an indication of standard practice that we could follow in the case of rejections we would be very glad to have it.

By the Chairman:

Q. Has the commission counsel of its own?—A. No.

Mr. POULIOT: That is too bad. You would have uniformity unless a man changed his views—that is permitted to one, to change his views, provided that he does so on the grounds of sound reason—but the practice should be uniform, so long as it is based on the same reason.

By Mr. Pouliot:

Q. Now, Mr. Bland, there are no cases of temporaries being promoted?—
A. Except for office boys.

Q. Except for office boys; and that is according to a ruling of the Civil Service Commission?—A. That is according to an order in council submitted by the commission and approved by council.

Q. Why is there an exception with respect to office boys?—A. Because office boys are taken on at a very low salary, \$35 a month, and it is felt desirable that they should not be kept waiting two or three years, as other temporaries are, before they receive an increase.

Q. And that order in council was passed by the treasury board at the request and on the recommendation of the commission?—A. Yes.

Q. Some are made permanent without examination?—A. Some persons are made permanent without examination.

Q. Does it happen that there might be promotions without examinations?—
A. There have been a good many cases where employees have been made permanent by legislation without examination.

Q. In any case these office boys don't have to pass examinations?—A. Oh, yes, they do.

Q. But it is a very simple examination?—A. No, it is quite a difficult one.

Mr. POULIOT: Now here I have—this is the last thing—I have the promotions of the Civil Service Commission—if the committee is interested, if not I will pass them.

Mr. MACINNIS: What are these?

Mr. POULIOT: The promotions in the past; and now there is also the proposed classification of this year.

Mr. MACINNIS: What I want to know is, are these promotions in the Civil Service Commission itself?

Mr. POULIOT: Yes, but they are of two kinds, those that are done and those that are in progress; and it will be most important for the committee to see how the members of the organization staff and others of the Civil Service Commission are dealing with themselves.

Mr. MACNEIL: I suggest that if that is the case you might put it in with an explanation by Mr. Bland.

Mr. POULIOT: With an explanation. I just give that for the information of the committee. If the committee are not interested I shall keep it for myself and I shall use it when the report is tabled.

Mr. MACNEIL: Perhaps Mr. Bland should explain the procedure followed before it is put in. These figures were received from the commission?

Mr. POULIOT: Yes.

The CHAIRMAN: Just before we proceed with this, we have studied the recommendations of the commission which reads as follows: Your committee reports that it shall be the duty of the Civil Service Commission to make their own rulings on the operation of the Act and apply the same uniformly, provided however that any department affected by such ruling may join the Civil Service Commission in any submission to the Department of Justice for an opinion. Wouldn't that open the ground for further action?

The WITNESS: This is the procedure that was followed in this case.

By the Chairman:

Q. But you have no legal counsel in the commission to prepare your submission to the Department of Justice?—A. That is true.

Q. Would it not make for efficiency in the work of the commission if you had a counsel to assist you on matters of this kind?—A. Of course, following

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

the recommendation of last year's committee, we have tried to minimize our submissions to the Department of Justice. As I said before, we have made very few of them; but in this case of "cause", where you have no clause in the Act which defines the nature of "cause" that shall be considered as satisfactory for rejection, our difficulty is to know whether the cause given by the department is a bona fide cause or not; and if this committee could set up a statement of principle that would be a uniform statement of principle for us to follow, or, if the law can be clarified and strengthened in that regard, we would find that we would have to make a much smaller number of submissions to the Department of Justice than we do now.

By Mr. Cleaver:

Q. Would you be good enough to make suggestions to this committee as a result of your experience?—A. As a matter of fact, I think you were good enough to bring this matter up last year, this rejection clause. I do not think the law at present is clear. Obviously there should be some provision in the law whereby unsuitable candidates can be removed from the service. I think that is common sense. An appointee should not be appointed unless he were suitable for the purposes of the position to which he was appointed. There should be a rejection clause, but that rejection clause—I think the committee will agree with me—should be so worded that it will accomplish that purpose, and that purpose alone, and it should not admit of abuse whereby people who are appointed can be removed on the statement that they are not suitable.

Q. I wonder if you could have your recommendations based on your experience before the committee in time for us to consider them before we put in our report?—A. I can give my views to you now.

The CHAIRMAN: You were the one consulted in the preparation of this recommendation?

The WITNESS: No, excuse me—

The CHAIRMAN: We will look it up, I think this is your recommendation: that it shall be the duty of the Civil Service Commission to make their own rulings. That is your thought?

The WITNESS: Yes.

Mr. MACINNIS: What section is that?

The CHAIRMAN: That is in the preparation of this year's report.

The WITNESS: That is quite clear.

The CHAIRMAN: It is No. 2 in the recommendations of the commission. That number is quite clear—to make their rulings on the operation of the Act and apply the same uniformly. There is no disagreement with regard to that. Everybody understands that.

The WITNESS: Yes.

The CHAIRMAN: Provided, however, that any department affected by such ruling may join with the Civil Service Commission in a submission to the Department of Justice for an opinion.

The WITNESS: Yes.

The CHAIRMAN: That is our draft recommendation.

The WITNESS: That is all right.

The CHAIRMAN: Do you want us to add to that?

The WITNESS: I am not questioning the wisdom of that, but it does not solve the question of rejections. The recommendation I have in mind relates to the question of the rejection clause of the Act.

By Mr. Cleaver:

Q. Then, would you now give us your recommendation in that regard?—

A. The Act as it at present stands provides that an appointee may be rejected at any time within six months by the department, but the department must give the commission reason for such rejection. It seems to me reasonable and wise that these reasons should be good ones. My suggestion would be that the words, "reasons acceptable both to the department and the commission should be given" should go in. I think we will be reasonable on it. We do not want to keep a man if he is not suitable.

Mr. MACINNIS: You could not possibly do that, because if a person is acceptable to the department the department would not have to come before you.

The WITNESS: Not in cases where the person is acceptable to the department. My suggestion is that where a person is rejected the reason for his rejection should be satisfactory both to the department and to the commission.

Mr. CLEAVER: True.

The WITNESS: There should be demonstrable and demonstrated proof that the man is not suitable. That is in line with the recommendation of last year.

By Mr. MacInnis:

Q. All that would be necessary in the recommendation would be to say that the reasons for the rejections should be satisfactory to the commission itself?—

A. To the commission, yes.

By the Chairman:

Q. When the department employs a person they have more knowledge of the work than you people have?—A. That is true.

Q. And they know what the qualifications should be better than the commission does?—A. Mr. Chairman, if they can show us that this man is not suitable I can assure you the commission will stand behind them that he should be removed.

Q. I am trying to see what we should amend in this section 24 where it provides:—

Appointments to be on probation:—

24. The deputy head may, at any time before the expiration of six months, reject any person assigned or appointed to any position under his control or direction, or he may extend the period of probation within which such person may be rejected for another six months; and the cause of rejection, or the reason for extending the period of probation, shall be reported by the deputy head to the commission.

A. In 90 per cent of the cases there is no difficulty, because it is obvious that for some reason or other the man does not suit, and that is all right. In the other cases, and I think this counsel was one of them, there are reasonable grounds for doubt as to that man's appointment in the first place, that he could not have satisfactorily filled the position.

Mr. CLEAVER: Reasonable grounds for doubt; if the recommendation by the department was a valid reason.

The WITNESS: We don't think it was.

Mr. CLEAVER: No, I quite agree with the witness, and I think you will see that point.

The CHAIRMAN: If they do not agree they have to submit their reasons to somebody else, and following the regular procedure they submit those reasons to the Department of Justice. Somebody has to make the final decision.

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

Mr. CLEAVER: Why should not the Civil Service Commission make the final decision instead of a bunch of hair-splitting lawyers?

The CHAIRMAN: Do you think that would be of any interest to the officers of the department who are satisfied that the appointee named is not qualified to fulfill the position?

Mr. CLEAVER: As the matter now stands, Mr. Chairman, the department might indicate a reason which is no reason at all and the commission won't accept that.

Mr. POULIOT: The commission might do the same.

The CHAIRMAN: You might take the case of higher officials—

By Mr. MacInnis:

Q. Did this employee in the transport department prove to be unsatisfactory after appointment?—A. No, he didn't get the appointment.

Q. Then, how could the transport department assume that he was not qualified, or that he should not have the appointment because he did not appear to have the qualifications necessary to do the work, if they never gave him an opportunity to show that he was qualified. I think that in itself is contrary to the Act; that the decision made is contrary to the Act.

By the Chairman:

Q. Who was on that board?—A. The board of examiners who made the selection for that particular position included Mr. Symington, K.C., probably as eminent a railway counsel as any in Canada; Justice Demers, Dean of the Law Faculty of the University of Montreal; and the late Mr. Justice Sedgewick, Chairman of the Tariff Board, and a representative of the Transport Board as well. They agreed to the fact that the first man was qualified for the position.

Q. And later on they said another man was better qualified?—A. Later on they said at the Board of Transport Commission that the first man did not appear to have the experience necessary to qualify him for the work done.

Mr. MACINNIS: But they did not give him a chance to show what he could do.

By the Chairman:

Q. They have an eligible list?—A. Yes, they did.

Mr. CLEAVER: There is no use setting up such a qualified examining board if you are going to permit the department to over-rule their decisions, and the ruling of the department is where any question of politics creeps in.

The CHAIRMAN: I do not know this case at all.

Mr. CLEAVER: I do not know it either. I am simply discussing it from the theoretical standpoint, and I think the stand of the witness is well taken.

By Mr. Pouliot:

Q. Now, on this particular point, how many deputy ministers, assistant deputy ministers, and others in the service have been appointed by the Civil Service Commission in each year as advisory examiners of the Civil Service Commission?—A. I have a table here. I shall hand it to you.

Q. Thank you. It shows:—

List of deputy ministers, assistant deputy ministers and heads of large departmental branches who attended advisory examining boards from 1918 to 1938, inclusive.

It is to be noted that, in the majority of cases, these officers were acting as technical members, for appointments in departments other than their own.

Year	Number	Year	Number
1918.. .. .	20	1929.. .. .	10
1919.. .. .	23	1930.. .. .	6
1920.. .. .	16	1931.. .. .	7
1921.. .. .	12	1932.. .. .	6
1922.. .. .	8	1933.. .. .	6
1923.. .. .	6	1934.. .. .	7
1924.. .. .	7	1935.. .. .	9
1925.. .. .	10	1936.. .. .	5
1926.. .. .	9	1937.. .. .	16
1927.. .. .	8	1938.. .. .	15
1928.. .. .	10		

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And in this case you considered the heads of departments, whether the deputy or the assistant deputy minister of the department, qualified to act on behalf of the commission?—A. Yes.

Q. And you did not find much trouble with respect to rejections?—A. There are very few cases in which there is trouble on account of rejection, but in cases where there is trouble it is an extremely difficult thing to deal with. If the committee could formulate a procedure that would be clear we would be very glad to have it.

The CHAIRMAN: We have got to keep in mind, Mr. Bland, that when you send out a man to work in a department, it is the department who are interested in the work of that particular man. If he is not satisfactory they don't want to have to keep him.

The WITNESS: How can they tell that a man is not satisfactory if they do not try him?

Mr. MACINNIS: That is the point.

By the Chairman:

Q. Do they send people to a department, say, for two, three, or four months—take the case of a stenographer or a clerk, or anybody else—after a few months they say, we do not want this person?—A. That happens occasionally.

Q. What do you do then?—A. We do not take the girl off the list, we give her another trial somewhere else.

Q. You investigate first to see whether this action is really justified?—A. In a case like that; in most cases. As a matter of fact, the department makes the case and we accept it as made. If a girl cannot take a letter she should not be employed.

Mr. MACINNIS: I think Mr. Bland as chairman of the Civil Service Commission is the last man in the world who would want to have anybody in any department who was really unsatisfactory to that department, and they are not satisfactory if they are not qualified to do the work required in a position to which they are appointed. I think the other commissioner would be in exactly the same position, because efficiency in the employees they appoint to the civil service is a medium through which their popularity with the departments is established.

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

The CHAIRMAN: Don't you think that the deputy heads of the departments are interested in having efficient employees; they are responsible for what is going on in their departments?

Mr. MACINNIS: Yes, I do; but the deputy heads are subjected to pressure for appointments more than the Civil Service Commission would be, and that is the reason why we have a Civil Service Commission.

The WITNESS: Would it be a more reasonable suggestion, instead of having this action of rejection left to the commission and the department, if the law were to require actual trial in the position? I think if a trial were given, I would not have much objection to taking the department's views on the matter, after he had been tried. But I find it hard sometimes to take their views before they have tried them.

By the Chairman:

Q. In this case he was appointed but never installed?—A. Never installed in office.

Q. What were the reasons given?—A. Because they did not think he had the kind of legal experience they wanted.

Q. But you say these three gentlemen— —A. Together with the representative of the board of transport commissioners agreed that he had them.

By Mr. Golding:

Q. In that case, Mr. Bland, where you have a difference of opinion between the department and the commission, is it referred to the Department of Justice? In that case that you refer to, was it referred to the Department of Justice?—A. Yes, it was.

Q. And they went into the case?—A. Yes.

Q. And what was their decision?—A. Their decision was that the rejection by the department must be accepted by the commission as final.

By Mr. MacInnis:

Q. They went into the legal aspects of the case and not into the qualifications of the individual?—A. Right.

By Mr. Golding:

Q. They did not go into the qualifications?—A. No.

By Mr. Cleaver:

Q. They simply studied the actual wording of the act and the regulations; then upon the actual wording of the act and the regulations their legal opinion was as given?—A. That is true.

By Mr. Golding:

Q. You would have to have the department's viewpoint on that, too?—A. I think in this case if the department had given the man a trial there would have been no difficulty. Either he would have made good or he would not have made good.

Q. It would be pretty hard for me to believe that they would take action without some very good reason for it.—A. I am not suggesting that they were not entirely sincere in their reasons.

By the Chairman:

Q. The members of the transport commission decided that they did not like this first man who had been chosen by the board?—A. Yes. As a matter of fact—

Q. What is the use of holding these examinations, then?

By Mr. MacInnis:

Q. Who was appointed to the board?—A. The third man was ultimately appointed. The first two were rejected. As a matter of fact, we had the first man appear before the commission and the board of transport commissioners together; and it was suggested to them that the fair thing to do was to give the man a trial in the position. If he was not satisfactory, he would immediately go.

By Mr. Cleaver:

Q. Was not the upshot in the whole incident the fact that the department made the appointment instead of the Civil Service Commission?—A. I would not put it quite as strongly as that; because I do not think the department would have appointed the third man if they had had a free hand in the first place. But the man was certainly appointed who was most acceptable to the department; there is no doubt about that.

By the Chairman:

Q. It had been decided that the third man was qualified for the position, although he was not a returned soldier?—A. Yes.

Q. Were his marks higher than the returned soldier's marks?—A. I wonder if Mr. Nelson remembers that.

Q. Do you remember, Mr. Nelson, if this returned soldier had higher or lower marks than the man who was appointed, leaving out of consideration the military preference?

Mr. NELSON: No. I think he had the benefit of the preference. I think he got his appointment by virtue of the preference.

The CHAIRMAN: I should like to make it clear to Mr. Cleaver and other members. I understood from Mr. Nelson that the third man was better qualified, only he did not have the military preference. There were three men; one was a returned soldier. He had lower marks, although he was qualified; but they had to apply the act and give him the military preference. It seems to me very strange to hold examinations.

The WITNESS: As I say, this kind of case occurs once in a thousand times, and the actual rejections are less than half of one per cent. But there is the one case that does occur once in a thousand times.

Mr. SPENCE: Why worry about that?

By the Chairman:

Q. Is the man who was appointed well qualified?—A. I think he is, yes.

Mr. SPENCE: Let it go at that, then.

The CHAIRMAN: Are there any other questions any members wish to ask of Mr. Bland or of Mr. Nelson?

Mr. MACNEIL: Might I interject something before Mr. Pouliot goes away? He has put a very important statement on the record at page 83 of the minutes of our proceedings. He says:—

This concerns 57,432 civil servants in all, of which 26,813 have been appointed by the Civil Service Commission and 30,640 otherwise.

Mr. Pouliot now questions that 30,640 and says it should be raised. May I ask Mr. Bland and Mr. Pouliot if that figure of 57,432 includes all those now employed under the Civil Service Commission?

Mr. POULIOT: I presume so. That is what it was at the time that was sent to me by Mr. Ronson, as of the date of April 1st, 1937. Now the figures are different. For the same total they are 33,448 under the Civil Service Act and 23,984 exempt from the act. It includes those who receive military pensions and all that.

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

Mr. MACNEIL: What is the last figure?

Mr. POULIOT: It is 33,448 under the Civil Service Act and 23,984 exempt from the act.

Mr. MACNEIL: 33,448?

Mr. POULIOT: 33,448 and 23,984.

Mr. MACNEIL: That is as of April 1st?

Mr. POULIOT: All those figures are as of April 1st, 1937.

Mr. MACNEIL: That includes all those employed under the Civil Service Act?

Mr. POULIOT: Apparently so.

The CHAIRMAN: Except casual employees that they could not trace in time to get their reports. Every employee had to answer a questionnaire.

By Mr. MacInnis:

Q. You have knowledge of these figures?—A. I was going to interject something that might make it clearer to the committee. These are the figures for April 1st, 1937, but they would not be the same figures as they would be three months later when the summer seasonal employees would be taken on. They would be higher then. These are employees in the service as of April 1st, 1937.

By Mr. Pouliot:

Q. Before the public works are on?—A. Exactly; there are a great many seasonal employees who go on in the summer; probably several thousand would be there for the summer season and they would go off in the fall.

By Mr. MacInnis:

Q. Probably how many?—A. Several thousand, I should think.

Mr. MACNEIL: It would appear that there are more positions in the civil service exempt from the act than there are under the act.

The CHAIRMAN: No; 33,000 come under the act and 23,000 do not come under the act, if I understand it correctly.

Mr. POULIOT: That is right.

Mr. MACNEIL: That is what I was trying to get at.

The CHAIRMAN: 33,448 come under the act, and 23,984 do not come under the act.

The WITNESS: Yes. A great many of those who come on in the summer would be under the act.

Mr. MACNEIL: Mr. Pouliot increases the original ratio—"of which 26,813 had been appointed by the Civil Service Commission and 30,640 otherwise."

Mr. POULIOT: Yes, there is a difference.

Mr. MACNEIL: That is on page 83.

Mr. POULIOT: Yes, appointments made by the commission; but many of them were blanketed in, as was explained some time ago, and that makes a difference.

The WITNESS: That does not include all those that are under the commission; that only includes those that were appointed by the commission. The total is 33,484.

The CHAIRMAN: 33,000 odd positions were filled by the commission. But there are more than that under the control of the commission, who were brought in at different times by legislation or otherwise.

Mr. MACNEIL: Could we get an approximate idea of what the ratio is now, dealing with those now in employment?

The WITNESS: Well, no; I do not think Mr. Ronson's figures are any more up-to-date than that. I think that is the last tabulation. But I think the comparison is about the same. I would think that probably it would be about 35,000 under and about 27,000 out.

By Mr. MacNeil:

Q. That is, there would be 27,000 positions exempt from the act?—A. Yes, I should think so; that is including casual labour and types of employment of that kind.

Q. Could you briefly give us the various steps by which they have been exempted? I understand at one period all positions were brought under the Civil Service Commission, and then by various steps they were exempted?—A. Yes, that is true. Yes, I could give you those figures. I have not them with me.

Q. A certain number were exempted by statute?—A. Yes.

Q. Of those exempted by statute, can you indicate—

By the Chairman:

Q. Under your recommendation, I understand; it was also said in the house that when they did exempt certain classes of employees, it was on your recommendation.—A. Some were exempted on our recommendation; some were exempted by statute. I can give you a table showing both types.

By Mr. MacNeil:

Q. Then could you give those exempted by supply bill?—A. Yes.

Q. In the estimates?—A. Yes.

Q. And those exempted by order in council?—A. Yes. I will try to give you a complete table showing those exempted and how they have been made exempt.

By Mr. Pouliot:

Q. We had that last year?—A. Yes.

The CHAIRMAN: Yes, we had that.

The WITNESS: There have been some since then.

Mr. POULIOT: Very few.

Mr. MACNEIL: We received a list of the positions exempted from the Civil Service Commission, but I do not think it was exactly in this form. Later the commission furnished us with amendments to that.

The WITNESS: The table to which the chairman refers is a list of positions. I take it what you want is a list of the number of persons, and the method of exemption. Is that correct?

Mr. MACINNIS: Yes.

By the Chairman:

Q. You will have a list of those exempted by statute?—A. Yes.

Q. By supply bill?—A. Yes.

Q. And by section 59?—A. Yes.

The CHAIRMAN: Are there any further questions?

Mr. CLEAVER: Yes, I have some questions, but I do not wish to interrupt Mr. Pouliot.

Mr. POULIOT: I am through. May I ask, Mr. Chairman, if you will have a sitting next week?

The CHAIRMAN: Yes, if it is agreeable to the members of the committee. I am at your disposal.

Mr. POULIOT: Thank you.

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

By Mr. Pouliot:

Q. Have you any other answers?—A. I have just received a copy of the tables of the report and I will hand them to you.

Mr. MACNEIL: It is understood that you do not present your report until we complete our sittings?

The CHAIRMAN: I will present the report when the members of the committee say it is time to do so.

Mr. CLEAVER: It is also understood that before the report is finally drafted a meeting of the full committee will be held in camera?

The CHAIRMAN: If you wish it, I will do that. You were absent when we met in camera, but we went over all the recommendations to date; there was a final resolution for those recommendations.

Mr. CLEAVER: Was not that simply a meeting of the sub-committee?

The CHAIRMAN: Oh, no.

Mr. SPENCE: Hold a meeting in camera and we can deal with everything.

The CHAIRMAN: Mr. Spence, Mr. Golding, Mr. MacNeil, Mr. Marshall were there; Mr. MacInnis was not there. I think there were eighteen out of twenty-five. Later on you asked me to give consideration to more sittings.

Mr. CLEAVER: I should like to ask that another meeting of the full committee should be held in camera.

Mr. MACNEIL: Is it the intention to re-open consideration of those matters already dealt with?

The CHAIRMAN: Oh, no. We have closed a certain part of the report, and I may state that it is ready, but any new suggestions will be considered.

Mr. MACINNIS: It is not closed irretrievably.

Mr. SPENCE: You can add to it, but I would not change it.

Mr. MACNEIL: A motion to rescind is always in order.

Mr. MACINNIS: Reconsideration.

The CHAIRMAN: You can always make suggestions, and they will be welcome.

By Mr. Cleaver:

Q. Mr. Bland, how long have you been in the public service of Canada?—A. Thirty years.

Q. And how long have you been chairman of the commission?—A. Four years.

Q. So that your appointment was obviously an appointment by way of promotion in the service and could not be classified in any way as a political appointment?—A. I hope not, Mr. Cleaver.

By the Chairman:

Q. But your actual appointment was by statute?—A. My actual appointment as commissioner was by statute, yes.

By Mr. Cleaver:

Q. As a result of your experience in the service and the studies which you have made of the civil service in other countries, what country would you say had the highest efficiency in regard to their civil service to-day?

The CHAIRMAN: Canada.

The WITNESS: All right, Mr. Chairman, I will say Canada.

The CHAIRMAN: I have no doubts about that.

By Mr. Cleaver:

Q. I did not catch that.—A. Generally speaking, I think the British civil service is regarded as having a very high degree of efficiency. But I should like to say that I do agree with the chairman; I think we have a very high degree of efficiency in our Canadian public service, too.

Q. What would you say is the most important factor which limits that efficiency in Canada to-day?—A. May I put it the other way around? I think the best way to get efficiency is to have independent and efficient action.

Q. That is, to eliminate political appointments?—A. Yes.

Q. You will recall the evidence given by Sir Francis Floud before this committee last year?—A. Yes.

Q. Just to refresh your memory I will read from page 1 of the minutes of proceedings of the committee of April 29 of last year, which is page 397 of the report:—

There are three or four guiding principles which we have tried to keep before us in building up the British civil service: perhaps first and foremost is to make a clear distinction between political and civil offices.

You agree, do you, that that is a cardinal principle?—A. I think that is one of the primary principles, yes.

Q. Then you will also recall that the witness told us that in the British civil service no appointments were made to their Civil Service Commission which were political?—A. Yes.

Q. You will recall that the witness also stated that no appointments were made in the British civil service to the positions of deputy ministers which were political in their character?—A. Yes.

Mr. SPENCE: I should not like to believe that.

Mr. GOLDING: Hear, hear.

Mr. O'NEILL: You must not forget they are human in Great Britain just the same as they are in Canada.

By Mr. Cleaver:

Q. Coming to our own service and taking our own Civil Service Commission, we have dealt with your own appointment. Who are the other members of the commission?—A. Commissioner Potvin and commissioner Stitt.

Q. Had Mr. Potvin any previous service in the civil service of Canada before his appointment to the commission?—A. Yes. He had been on the staff of the senate.

Q. How long had he been on the staff of the senate?—A. I do not know the exact term of years.

Mr. MACNEIL: It was on the record last year.

By Mr. Cleaver:

Q. What office did he fill on the staff of the senate?—A. Well, it had a fairly long title. It involved translation, and I think it was second assistant clerk of the chief translator or something of that kind.

Q. His whole experience in the civil service of Canada prior to his appointment as commissioner was that he was a translator on the staff of the senate?

Mr. SPENCE: And an educated man.

The CHAIRMAN: He must have been bilingual.

Mr. CLEAVER: I am speaking of his experience in the civil service.

The WITNESS: I will give you all the information in my power; but I must say that I think that question should be answered by Mr. Potvin.

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

The CHAIRMAN: Yes. I should like the members of the committee to be fair. If you want to examine any witness, I am ready to have him here. But I should not like you to go into Mr. Potvin's career in the service while he is not here. We have not done that in any other case.

Mr. GOLDING: He gave all that evidence last year.

The CHAIRMAN: If you want me to show you some memoranda prepared by Mr. Potvin and sent to his colleagues, I can get that for you.

Mr. CLEAVER: Any question of mine which you think is in any way unfair, Mr. Chairman, you have my permission in advance to rule out of order.

The CHAIRMAN: I will just suggest that if you wish to examine Mr. Potvin, I will have him here in the morning or any day you like. But I should not like to see Mr. Bland to take some position about a confrere and pass judgment on him.

The WITNESS: I would not be prepared to do so.

The CHAIRMAN: It would not be fair to Mr. Bland and it would not be fair to the other commissioners, Mr. Potvin and Mr. Stitt.

Mr. GOLDING: It is all on the record last year.

By Mr. Cleaver:

Q. Coming to Mr. Stitt, what previous experience had he?

The CHAIRMAN: That is along the same line.

By Mr. Cleaver:

Q. What previous experience had he on the commission prior to his appointment as a commissioner?

The CHAIRMAN: Do you wish to have Mr. Stitt here?

Mr. CLEAVER: No. I wish to have an answer from the witness.

Mr. O'NEILL: What is unfair about that question?

The CHAIRMAN: You want Mr. Bland to pass judgment on one of his confreres? They are working together in this commission.

Mr. CLEAVER: No, Mr. Chairman. I am simply asking for an answer of fact, if the witness knows it.

Mr. SPENCE: You could answer it yourself. Why ask Mr. Bland?

The WITNESS: As I said before, Mr. Chairman, I am only too anxious and glad to answer any questions that anybody asks me in the committee; but in asking me questions about the previous experience of my colleagues, I should like to quote their own words, if I may.

Mr. CLEAVER: That is very fair. You might do that, if you will.

The CHAIRMAN: Following that trend, perhaps we could study section 3 of the act, if you believe the appointments should not be made according to the act.

Mr. CLEAVER: The reason I am asking this question, Mr. Chairman, is that if we ever hope to have an honest merit system in Canada, I believe we must have a merit system at the source.

Mr. O'NEILL: That is good.

The CHAIRMAN: You do not pretend here that Mr. Stitt and Mr. Bland are not qualified as commissioners, do you? Is that your pretension?

Mr. CLEAVER: I am not pretending anything; but I want the facts.

The WITNESS: May I say a word. I think Mr. Cleaver knows that I am only too glad to give him any facts about myself that he would like to have.

The CHAIRMAN: If you want to have a trial of the two commissioners, I have no objection; but I do not believe it will help the service any more than political appointments will help it.

Mr. CLEAVER: I am not suggesting a trial of anyone. But we are here to make recommendations for the benefit of Canada with respect to our Civil Service Commission.

The CHAIRMAN: I suggested one recommendation the other day to the effect that after ten years we should pay these men a pension, if their services were satisfactory to the country. I made that recommendation. I asked the members to think it over.

Mr. GOLDING: Mr. Chairman, in regard to Mr. Potvin and Mr. Stitt, may I say that they gave all this evidence last year.

The WITNESS: I have it here now.

Mr. GOLDING: Yes, it is all on the record there. There is nothing new about it.

Mr. MACNEIL: Mr. Cleaver is serving a useful purpose in correlating it, I think.

Mr. GOLDING: There is not any use in getting all the evidence again, whatever he has in mind.

Mr. CLEAVER: I usually agree with my friend Mr. Golding; but I do not think that anyone is going to read through all the book that Mr. Bland now has in his hand—

Mr. SPENCE: I should think not.

Mr. CLEAVER: —in order to gather that information; and I want to gather the salient points in one place.

Mr. GOLDING: I know what your object is, and that is all right.

The CHAIRMAN: That is more than I know, Mr. Golding. I do not know what the object is.

Mr. GOLDING: Oh, well, I know.

The WITNESS: What is the question?

By Mr. Cleaver:

Q. The question is: Did Commissioner Stitt have any experience as a civil servant prior to his appointment to the commission?

Mr. GOLDING: No.

Mr. SPENCE: Sure he had. He is supposed to have had some years as a lawyer.

The CHAIRMAN: Do not forget that the man had been a member for five years here. He was interested in civil service matters. He was a lawyer.

The WITNESS: Mr. Stitt had civil service experience. I want to get his own exact words, if I may, in order to give them to you.

Mr. SPENCE: You would make a good civil service commissioner yourself, Mr. Cleaver.

The CHAIRMAN: Certainly. I would be ready to recommend you.

Mr. SPENCE: Certainly. Be fair; that is all you need to do.

Mr. CLEAVER: You cannot expect to have a merit system when you have political appointees at the top, in my opinion.

The CHAIRMAN: Do you say we have not a merit system, actually?

Mr. CLEAVER: I am not making any personal criticism of any members of the present commission. I am criticizing the system.

Mr. GOLDING: You cannot make that statement and not criticize them.

The CHAIRMAN: You are not satisfied with our merit system, actually?

Mr. CLEAVER: I am not satisfied that we have a merit system.

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

The WITNESS: Here is the statement, if you will allow me to read it. It is Mr. Stitt's own answer to Mr. Glen, on page 723 of the proceedings of last year's committee. It is as follows:—

I may state in the beginning, Mr. Chairman, that when I went on the commission I had been five years in parliament; I had practised law for twelve years; I had been two years and a half in the Bureau of Statistics after returning from the war; I graduated from Queen's university before the war in arts; in the year of the war; and I am a graduate of Manitoba Law School of the University of Manitoba.

By Mr. Cleaver:

Q. Could you, on Mr. Stitt's evidence, say as to whether Mr. Stitt's appointment was a promotion within the service or not?—A. Well, I cannot say it was a promotion within the service, because Mr. Stitt was not in the service when he was appointed.

Q. Of course not.

By the Chairman:

Q. He was appointed according to the statute?—A. Yes.

By Mr. Cleaver:

Q. But it was rather the appointment of a sitting member to the commission?

Mr. GOLDING: Under the statute.

Mr. SPENCE: A great many would have liked to have been put there.

The CHAIRMAN: You do not mean that sitting members should be barred from any other positions because they have been members of parliament?

Mr. CLEAVER: I say advisedly that I think once a man becomes a member of parliament he should become ineligible to hold a position on the Civil Service Commission, if you expect the merit system to function.

The WITNESS: May I say one thing? I hope I tried to answer your question, but may I say that since Mr. Potvin and Mr. Stitt have been appointed to the Civil Service Commission I have found them, without exception, desirous of trying to carry out the principles of the Civil Service Act.

Mr. CLEAVER: I quite agree with that.

Mr. O'NEILL: I do not think anybody questions that.

By Mr. Cleaver:

Q. I have no personal complaints to make regarding anything which either of these commissioners have done in the exercise of their present positions, but I come back again to my point. You agree, Mr. Bland, that public opinion and public confidence is a very important factor, do you not?—A. I do.

Q. Do you think it is stimulating public opinion or public confidence in regard to a proposed merit system when sitting members of parliament or defeated candidates are appointed to the most important appointments of the commission?—A. I think that the confidence of the public in the commission is dependent almost entirely on what the commission does.

Mr. SPENCE: The statement was concerning either a sitting member or a defeated candidate. He did not run at the election before that. He was appointed in 1931, or whatever time he was appointed.

By the Chairman:

Q. He was appointed in 1935, after the close of the session?—A. I do not know that. He was appointed in August, 1935.

By Mr. Cleaver:

Q. I take it that you have nothing further to add in that regard. Now I come to deputy ministers, and I am going to ask the same line of questions in regard to them. The office of deputy minister is the most sought for prize in the department, is it not?—A. Yes.

Q. Do you agree that it is a prize that should be open to any civil servant in the department who tries for it?—A. I think it would be in the public interest that, wherever possible, deputy minister positions should be filled by the promotion of the most competent men in the department.

Q. Yes; rather than by political appointment?—A. Yes.

Q. Then in regard to deputy ministers, do you agree that it is to the good of the service that we should not appoint men from political positions or men with a political background?—A. I would sooner put it just the way I have put it.

The CHAIRMAN: Which you did quite clearly.

By Mr. Cleaver:

Q. To make it entirely clear—I do not want to embarrass you at all—may I say that I understood your answer to be that in your opinion it is to the best interests of the service that all deputy ministers should be appointed by way of promotions within the service?—A. Well, of course, I would have to qualify that by the words “whenever possible.” There may be cases when it is not possible. But whenever it is in the public interest, I think that is the right way to do it.

Q. Can you conceive of any case where it would be in the public interest to appoint a sitting member or a defeated candidate rather than make a promotion within the service?—A. Well, I cannot answer that question because that has not been my sphere of activity: I have not had to consider whether it is in the public interest to appoint deputy ministers from members of parliament or defeated candidates. I can only give you my opinion of what I think is the right thing to do from the point of view of the service, not from the point of view of outside.

Q. But you have also stated the fact that the British Civil service is perhaps the most efficient civil service in the world to-day, have you not?—A. Yes; I think that is true.

Q. And you have also stated the fact that in the British civil service appointments to the office of deputy minister are never political appointments but are rather promotions within the service?—A. I do not think that that is altogether what Sir Francis Floud had in mind. I am only speaking from recollection. I think he meant that deputy heads are not political appointments. I do not think it necessarily follows that they were all appointments from within the service.

The CHAIRMAN: There is no suggestion made that our deputy ministers, the deputy heads of departments are not fit for their positions?

Mr. CLEAVER: No, not at all. I do not know why you bring that up. Have I got to make personal charges against individuals before I can express my views to this committee?

The CHAIRMAN: May I assure you, Mr. Cleaver, that you are at liberty to say anything you like.

Mr. CLEAVER: Then, why do you ask the question that you asked a moment ago?

The CHAIRMAN: Because, actually, I don't believe our committee will have any good results if we start in taking up Mr. So-and-so's case.

Mr. CLEAVER: Have I mentioned any names?

The CHAIRMAN: No, but why ask the question at all?

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

Mr. CLEAVER: I certainly am going to, and I am being careful not to tread on anyone's toes in that regard. I am naming no names, but I am mentioning principles; and I will read now to Mr. Bland, to refresh his memory, from page 409 of the report of the proceedings of the civil service committee under date of April 29 of last year. This is a question which I asked Sir Francis Floud:—

Q. Is it the practice to appoint defeated political candidates or ex-members of parliament to the commission?—A. That has been done in the past. I remember one case about twenty years ago, I suppose, where a man who had been a Liberal member of parliament was appointed a member of the Civil Service Commission. But since the war no member of parliament has been appointed to any post in the Civil Service.

A. Very obviously, I cannot make any comment on Sir Francis' answer.

Q. No. Now, in view of Sir Francis Floud's evidence, and in view of the very high efficiency of the British civil service, would you not be prepared now to recommend to this committee that it would be in the interest of the public service of Canada that no further appointments should be made to the post of deputy minister political in character?—A. I think that what I have said I gave as clearly as I can say it; namely, that as provided by section 49 of the Civil Service Act, "vacancies shall be filled as far as is consistent with the best interests of the civil service by promotion." I believe in that principle.

By the Chairman:

Q. We have it in the statute?—A. It is in the statute.

By Mr. Cleaver:

Q. Well then, you are driving me to do something that I do not want to do. Do you consider that that section of the statute has been 100 per cent lived up to in regard to the appointment of deputy ministers during the last ten years?—A. It does not apply to deputy ministers.

Q. Do you believe it should be applied to deputy ministers?—A. I believe it would be in the public interest that whenever the public interest demands it and whenever it is in the public interest that promotion to the position of deputy minister should be made from within the service.

Q. You recommend then that the section which you have just read should be extended to the appointment of deputy ministers? Now, Mr. Bland, I am not trying to embarrass you, and if you feel that you should not express an opinion as to such a high office I won't press for an answer?—A. I do not know how I can make myself any clearer than I have tried to do. I have said I think it is in the public interest that whenever it is practicable and possible promotions to position of deputy minister should be made from within the service. Is that clear?

Q. Could you indicate any occasion when it would not be practicable or possible to do it?—A. As I say, that does not come within my sphere of activity.

Q. The answer then is that you could not?—A. That is your answer.

Q. Of course. Perhaps that is as far as we will get on that point, so let us come to the next one. You will recall Sir Francis Floud's recommendation that entrance to the service examinations should not be segregated to little individual groups, but that general examinations should be held annually?—A. Yes, I do.

Q. Just to refresh your memory, let me read from page 398 of the report:—

We have divided up our service for this purpose in the common classes into four main classes: The first we call the administrative class; the second, the executive class; the third, the clerical class and the fourth, the typists and stenographers. Then in addition to those, in some

departments—and more particularly in the post office—there is also a large class of what is called the minor and manipulative class—people like postmen, sorters, telegraphists and counter clerks. In building up this system of common classes, we have aimed at trying to secure for the service of the state the best people we can get from the different stages of our educational system. The administrative class is intended to comprise the best products of university education, the limits of age for which are 21 to 24. The idea is that we should get from that examination men and women who have completed their university courses, who have taken their degrees and who may be regarded as the flower of our university system. The executive class, the limits of age for which are 18 to 19, is intended to get the best products of our secondary school education; and the clerical and typing classes are intended to secure the best products of our elementary school system, the limits of age for those classes being 16 to 17.

And again at page 401:—

We think it is desirable on the whole to take our people in fairly young, when they have finished their ordinary educational training, 21 to 24 for the administrative classes, 18 to 19 for the executive classes and 16 to 17 for the clerical staffs.

Now, keeping that evidence in mind, do you not agree that it is in the interest of the service that we should obtain our appointees to the service in that manner?—A. As a general principle I think it is a good one, Mr. Cleaver. I think it works well in Great Britain, and I think that with certain modifications it could be adapted generally in Canada. I do not think we could transplant the British system to Canada as it is and hope to have it work here, because their conditions are different over there. They have three or four distinct groups that are filled largely by certain classes of society, and it is accepted over there, and consequently there is no difficulty about it; but I do not think here you could prescribe three or four definite sections of the civil service and say that only certain types of people would go into one, and another type would go into two, and others into three. Our democracy is not built up that way, and I do not think it would be acceptable.

Q. Yes, but what about this interesting fact, that in the British service there is free chance of promotion and interchange between the departments?—A. Well, not so free. It is freer up to a point, it is true. I think it is as well to have the administrative class largely filled by certain kind of people, but I do not think you could do that under the federal jurisdiction here.

Q. I am sorry that I have to differ with you, but my recollection of Sir Francis Floud's evidence was that as to the highest class of administrative official they have in that class right now at least 50 per cent of people who have been promoted from lower classes?—A. If that is true then I withdraw my statement. I did not think it was true. I thought it was a smaller percentage than that.

The CHAIRMAN: Is that mentioned in Sir Francis Floud's evidence?

Mr. CLEAVER: Yes, I am reading from page 399:—

At the same time we also provide that there should be fair opportunities of promotion from one class to another; and at the present time the administrative class, which is the highest class in our service, a class which numbers about 1,100 or 1,200 altogether in the whole service, have been drawn about equally from those who have entered from the examination and those who have been promoted from some lower class.

—A. From some lower class?

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

Q. From some lower class.—A. That is just my point.

Q. Does not that indicate to you, Mr. Bland, a very free system of promotion, when the upper class is now composed, at least half, of those who entered the lower classes?—A. If that means the lower classes, yes; if it means the class a little lower, no.

Q. If it means what it says, yes?—A. Well, we won't fight about words, Mr. Cleaver, because in principle I am in agreement with that. As I said in the beginning, I think this could be profitably adapted to Canada, subject to some reservations.

Q. Now, take our system of holding isolated examinations, does not that tend to the enlistment within the services of people who are not as well qualified as we would obtain if we had the successful candidates over the whole field all entering the one examination?—A. We would certainly have a wider field from which to make selections.

Q. Have you any recommendation in that regard that we could pass on to the house?—A. Yes, I made a recommendation last year that I would like to read again which had to do with this very subject. I think it would be desirable that the commission should be instructed to give consideration to the possibility of holding general examinations, country-wide, for certain classes of positions.

Q. Yes, at the right season of the year?—A. At the right season of the year, and co-ordinating with our educational system.

Q. Right.—A. Also consideration should be given to the possibility of lowering the age limit for junior entrance to the service.

Mr. CLEAVER: Thank you very much. That is all I wanted to ask, Mr. Chairman.

The CHAIRMAN: We will adjourn until Tuesday next.

The committee adjourned at 12.40 p.m. to meet again on Tuesday next, April 18, 1939, at 10.30 a.m.

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SESSION 1939

HOUSE OF COMMONS

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SPECIAL COMMITTEE

ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 6

TUESDAY, APRIL 18, 1939



WITNESSES:

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. S. G. Nelson, Chief Examiner and Executive Officer, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1939

MINUTES OF PROCEEDINGS

TUESDAY, April 18th, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 10.30 a.m. Mr. Alphonse Fournier, the Chairman, presided.

Members present were: Messrs. Barber, Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Glen, Golding, Lacroix (*Quebec-Montmorency*), Lennard, MacInnis, MacNeil, Marshall, Mulock, O'Neill, Pouliot, Spence, Tomlinson and Wermenlinger—17.

In Attendance:

Mr. C. H. Bland, Chairman, Civil Service Commission,

Mr. S. G. Nelson, Chief Examiner and Executive Officer, Civil Service Commission, and

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

Mr. Bland and Mr. Nelson were recalled and jointly examined.

Mr. Bland tabled the annual reports of the Civil Service Commission from 1918 to date.

Mr. Bland filed a complete tabulation of the examinations held in the province of Quebec in 1918.

A tabulation of the civil servants who were born outside of Canada was filed by Mr. Pouliot.

Mr. Cleaver moved that paragraphs 11 and 12 of the proposed report be amended to read as follows:—

That all promotions in the service shall be by merit and to such end that all civil servants shall be yearly rated on their work and ability; that such ratings shall be permanently recorded and shall be communicated to the individuals interested. That an appeal board shall be set up, to which any aggrieved civil servant may appeal; such appeal board to be composed of one representative to be chosen by the appellant who is to be the nominee of the civil service association of which the appellant is a member; one representative to be chosen by the Deputy Minister of the Department interested and one representative to be chosen by the Civil Service Commission and that the award of the appeal board shall be final and shall be acted upon.

The Chairman ruled this motion out of order on the ground that the Committee had already dealt with these paragraphs. Mr. Cleaver challenged this ruling. On division the Chairman's ruling was sustained.

Mr. Cleaver moved that the following recommendation be added to the report:—

That a careful study be made by the Commission with respect to:—

- (a) Entrance age limit of each of the respective classes;
- (b) Type of examination papers;
- (c) Advisability of holding general examinations country wide at the right season of the year and co-ordinating with our educational institutions and that such matters be dealt with by the committee of the House next year.

The question being put, this motion was adopted unanimously.

The witnesses retired.

On motion of Mr. Glen, the Committee adjourned to meet again (in camera) on Thursday, April 20th, at 10.30 a.m.

J. P. DOYLE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 429,

OTTAWA, April 18, 1939.

The Special Committee appointed to inquire into the operations of the Civil Service Act met at 10.30 a.m. The Chairman, Mr. Alphonse Fournier, presided.

The CHAIRMAN: We have a quorum, gentlemen. We had a meeting last Thursday and the members agreed that we should sit once more this morning to continue our study of the operations of the Civil Service Act. I am at your disposal, gentlemen, as to any new matters you may wish to bring up.

Mr. POULIOT: Mr. Chairman, would you have any objection to calling Mr. Bland and Mr. Nelson both to the stand.

The CHAIRMAN: Will Mr. Bland and Mr. Nelson please come forward?

Mr. POULIOT: Mr. Chairman, if I am allowed fifteen minutes I will be through with my whole inquiry.

The CHAIRMAN: All right.

Mr. POULIOT: If members of the committee are agreeable to that, I will take only fifteen minutes.

Mr. MACINNIS: If you will do that, we will agree.

Mr. POULIOT: Thank you very much.

C. H. BLAND, Chairman, Civil Service Commission, recalled.

By Mr. Pouliot:

Q. Mr. Bland, yesterday I wrote you some letters about the retroactive effect of the proposed classification. Will you please tell the committee what the retroactive effect of the recent classification is?—A. With one exception, April 1, 1938.

Q. Yes. That means they will have back pay for one year?—A. Yes.

Q. And it was approved before April 1, was it not?—A. Yes, it was.

Q. Will you please explain to me why Miss Saunders wrote about the proposed classification, when it was already approved?—A. I do not know, Mr. Pouliot.

Q. You do not know?—A. No.

Q. Was it to deceive the committee?—A. No. I am certain it was not.

Q. No, it was not. It was just a mistake, like a mistake made by the other lady.

Mr. POULIOT: Would the committee be interested in having that proposed reclassification which was in effect on record?

Mr. MACNEIL: Will Mr. Pouliot be kind enough to explain that? It is a little bit difficult to follow.

Mr. POULIOT: I can explain it easily. Four office boys were promoted to clerk, grade 1.

Mr. MACNEIL: This is in the commission?

Mr. POULIOT: Yes, within the commission. There were promotions for fourteen clerks, four from grade 1 to grade 2, four from grade 2 to grade 3, three from grade 3 to grade 4 and three from grade 4 to principal clerk; and one of them, Mr. Richer, is supposed to drive Mr. Putman's car at times. He had two classifications, one in 1937 and one in 1939. This year it is from grade 2 to grade 3.

Then as to stenographers, from grade 1 to grade 2, one; from grade 2 to grade 3, two; and from grade 3 to clerk, one; then as to typists, grade 2 to special typists, grade 3, one.

By Mr. Pouliot:

Q. Mr. Bland, instead of reducing the classifications you have created new classifications, especially for Mr. Gilchrist who was assistant chief of the organization branch and who is now chief investigator of the Civil Service Commission?—A. Yes.

Q. There are two chiefs in that branch; and instead of reducing the number of classifications you have increased them by one?—A. No, that is not correct. We abolished the position of assistant chief.

Q. So they remained the same, and there was no reduction?—A. Yes, that is true.

Q. He has a more pompous title. Mr. Boutin and Mr. Jackson were promoted from investigator, grade 3 to investigator, grade 4. Mr. Jackson had a second classification within two years. In the examination branch Mr. Nelson had a promotion. I do not object to a promotion for Mr. Nelson because I find he has a lot of common sense, which is a very high quality in our day.

Mr. BLAND: Hear, hear.

Mr. GLEN: Carried.

Mr. POULIOT: Yes. But he was promoted from C.S. examiner, grade 4 to chief examiner and executive officer of the Civil Service Commission. Mr. Gosselin was promoted from head clerk to supervisor of the French clerical section; and there were two promotions from civil service examiner grade 3 to grade 4. Those are the proposed classifications in an understandable way. It required a lot of work, but some members find that it takes too long. If they had to do the same work—

Mr. MACINNIS: They would take longer.

Mr. POULIOT: I would not say that; but they would not find it so clear or easy as when it is already cooked.

By Mr. Pouliot:

Q. Referring to this letter of April 17 to yourself, Mr. Bland, I read: "Referring to pages 147 and 148 of the Civil Service committee report of this year, will you please tell me, in the first place, what are the particular branches of the government in which each one of the gentlemen mentioned therein are considered by the Civil Service Commission as experts or technicians. I would also like to know if there are any other particular branches of the dominion government and, if so, what are they." Have you got that information?—A. I have not got it in written form. I thought perhaps you would prefer me to give it in oral form.

Q. Yes. If the committee has no objection, it will be put on the record as an answer from Mr. Bland.—A. You asked me two sessions ago for a list of the technicians of the commission, showing their technical qualifications and their experience.

Q. It was published?—A. And it was published in the last report; it was a list of investigators, with their technical qualifications, in the organization branch; and of the examiners, with their technical qualifications, in the examination branch. Those officers are, of course, technicians in the lines indicated here, and they have also grown to be technicians in their own particular work. Those investigators have become more technical and more qualified investigators during the course of time, and the examiners have become more qualified in technical examinations.

[Mr. C. H. Bland.]

Q. In other words, most of them are self-taught, as Mr. Putman said, of his organization branch?—A. They begin with a fairly good background of education; and through experience, running in some cases to twenty years, they have learned a good deal of the actual detail of organization, classification and examination.

Q. Will you please give that to the reporter?—A. Yes.

The CHAIRMAN: It is published? It is in the report of the last day?

Mr. POULIOT: No. In the first report it mentions who the experts are; and the question is: In what branches of the government are they engaged?

The CHAIRMAN: Oh, yes.

Mr. POULIOT: Are there any other branches of the government?

The CHAIRMAN: I see. This is to complete the list that was published in the last meeting's report?

Mr. POULIOT: Will you kindly mention the page?

The CHAIRMAN: Pages 147 and 148. This is to complete the information here?

The WITNESS: Yes.

The CHAIRMAN: Have you any objection?

Mr. MACNEIL: Have you obtained the plan of reclassification within the commission? I was wondering if you would ask Mr. Bland what the plan of reclassification has been, and in what respects it differs from that in any other department?

Mr. POULIOT: If you do not mind, I wish you would take it up in five minutes when I will be through; or if you wish to ask it now, all right.

Mr. MACNEIL: No. I just thought we might clear up that point as we went along.

The CHAIRMAN: The committee has no objection to this information being printed in to-day's report.

Mr. MACINNIS: Carried.

See p. 147.

By Mr. Pouliot:

Q. There is another question, Mr. Bland. "Referring to pages 129 and 126 of the Civil Service Committee report of this year, will you please bring to-morrow morning a list of the names of the civil servants or officials from Ottawa who have been acting as advisory examiners from 1918 until 1938 inclusive, indicating also their position in the service and the year or years during which they have been acting as advisory examiners on civil service boards."—A. In response to that question, I table reports of the Civil Service Commission from 1918 to 1937 inclusive, which contain lists of the persons who acted as members of the advisory examining boards. These lists indicate the members of the board who were civil servants, their positions in the service and the years in which they served.

Q. I know that very well, but that was not my question. I want an answer to my question and that is not an answer to it, because it is all mixed up?—A. What would you like to have, Mr. Pouliot?

Q. I want to have a list showing the names of each one in the service who has been chosen by the Civil Service Commission to act on the advisory board, his capacity or his position in the service on the one hand, and, on the other hand, the number of years which he has served on the advisory board.—A. Yes. You realize that is all printed in these reports. You want me to copy the reports?

Q. I do not want you to copy the reports. I want you to make extracts from the reports.—A. Extracts from them?

Q. Surely.—A. I should be glad to do that.

Q. You have a whole staff at your disposal. I did some of your work in order to understand the evidence that was given to us. I had to do it personally with my secretary, because at times it was half-baked; and I had to tell your chief organizer how to do the work. He did not know how to do it.—A. You would like this information extracted and tabulated?

Q. Certainly. That is what is mentioned in my letter.—A. I shall be glad to have that done.

Q. I want only the civil servants.—A. Yes.

Q. With their capacity in the service and also the year or years; and if they acted for 1922, 1923 and 1924, I want each year in bracket.—A. I shall be glad to have that done.

Q. Thank you.

By Mr. Glen:

Q. Are these the men who are now acting, going back to 1918?—A. No; the men who have acted at any time since 1918 and who are civil servants.

Q. Of what benefit would that be?

Mr. POULIOT: I will explain to the committee what the point is. Some members of the committee object to members of the civil service within any department having any authority. The authority must be vested with the Civil Service Commission. The Civil Service Commission has chosen these men to make their appointments; on account of inefficiency and incompetency on the staff of the Civil Service Commission they have to get people from the departments themselves to decide upon the competency of the candidates. It is the list of these very people who have not been consulted by the minister but who have been consulted by the Civil Service Commission to make appointments or to make recommendations for appointments that I want to have. The reason that I go back is because many people in the service have sat, at times, on the board, and they have been consulted by the commission on technical positions. There was Mr. Lanctot of the archives: Mr. Coolican at one time was on these boards.

By Mr. Pouliot:

Q. And will you please make it on cards, Mr. Bland; on cards, at first, in order to facilitate arrangement in alphabetical order?—A. Yes.

Mr. POULIOT: I have received from Mr. Nelson a list of the forms of the Civil Service Commission. There are thirteen white forms that have been discontinued.

By Mr. Pouliot:

Q. Now, until that classification card was in force, Mr. Bland, was it necessary to have it signed by the departmental head here (indicating) to approve of the classification?—A. I think that space for the comments of the departmental head has been on the form since the first classification card was in use.

Q. It was supposed to be signed by the departmental head before it was considered by the commission?—A. Yes, I think so.

Q. Now, Mr. Bland, here—you know this file of course—will you please tell me; is it signed by the chief of the unit; was it signed by the departmental head?—A. There is no signature on that form, no.

Q. Was it considered by the Civil Service Commission just the same afterwards?—A. When was this submitted? Let me take the file, please. This

[Mr. C. H. Bland.]

apparently is the form made out in 1925 recommending a change in classification to clerk grade 2, and the recommendation of the head of branch is on it but not the concurrence of the departmental head; that is true.

Q. And he got his promotion just the same?—A. I do not know that without checking the file up; I think that quite likely he did, for a routine position of that kind.

By Mr. MacNeil:

Q. The routine has not been changed?—A. Oh, yes, this was fourteen years ago.

By Mr. Pouliot:

Q. Yes; but when was this form changed for this one?—A. This is a form that has been made out within the last year.

Q. Therefore the other form was in force until then; and the difference between these two forms is that here comments by the departmental head are required?—A. Yes.

Q. And there is the signature of the unit head, and it is supposed to be initialled by the department?—A. It would be signed for the department whether by the deputy or his representative.

Mr. POULIOT: There are 37 white forms and 6 coloured forms. They remind me of old maid's cakes—coloured forms—or barber's poles—lots of spinsters over there. And 33 white forms and 3 envelopes for the examination branch; 33 white forms previously, 6 coloured forms and 12 envelopes for another branch; and then 33 white forms and some coloured forms for the examination branch; and 19 white forms and 9 different colours—blue, red, yellow, pink, do you see these forms of different colours? It is very important. They are like barber's poles. Four white forms and 1 green form also—there is one green form—very important, do you see. It reminds me of the fancy cakes made in certain places.

By Mr. Pouliot:

Q. Now, Mr. Bland, have you also the information that I asked you about the province of Quebec?—A. Yes, I have that. Here is a complete tabulation of the competitions held in the province of Quebec in 1938.

Q. Could you have it all summarized and send it to me for the years for which I got it?—A. Yes.

Mr. POULIOT: Thank you.

Mr. MACNEIL: May we understand just what this is?

The WITNESS: This is a compilation of the competitions held in 1938 in the province of Quebec, indicating the relevant information.

Mr. POULIOT: Now there is another important matter, it is the number born outside of Canada in the dominion service. Here is sessional paper No. 5130, dated August 1st, 1931, filed in response to an order passed by the house. The return is very voluminous but it has been summarized by the clerk of sessional papers downstairs, and that summary shows the number who were foreign born—there is an explanation that that term means, born outside of Canada—and in the employ of the federal government of Canada. In 1913 the number was 384. That was on August 1, 1931. That is one thing. And the second thing is a statement by Mr. Ronson dated January 27, 1938, showing the place

of birth of employees by departments as of April 1, 1937. To simplify it I made a comparison between the two returns, and this summary shows the following information:

BORN OUTSIDE CANADA AND IN DOMINION SERVICE		
	1931	1937
Agriculture.. . . .	818	908
Auditor General.. . . .	6	42
Civil Service Commission.. . . .	22	24
External Affairs.. . . .	58	66
Finance.. . . .	64	291
Fisheries.. . . .	153	133
Insurance.. . . .	5	5
Justice.. . . .	316	399
Mines and Resources.. . . .	648	1,049
National Defence.. . . .	610	550
National Revenue.. . . .	1,659	1,551
Pensions & National Health.. . . .	1,117	913
Post Office.. . . .	3,970	7,186
Public Works.. . . .	1,333	1,264
R.C.M.P.	16	46
Transport.. . . .	1,665	1,164
		(except C.B.C.)
Trade and Commerce.. . . .	644	808
Secretary of State.. . . .	34	33
Labour.. . . .	35	72
Total.. . . .	13,173	16,504

I wish to bring to the attention of the committee the enormous number of people from outside of Canada who have been employed in the post office from 1931 to 1937; it is the difference between 3,970 and 7,186. This summary is not complete, because tabulations by departments are not always the same, but the total number according to the return of 1931 was 13,384, and the total number for 1937 was 16,903; that is an increase of 3,600 in the course of events.

The CHAIRMAN: In 6 years.

Mr. GLEN: What point do you make of that?

Mr. POULIOT: I make the point that with the preference as we have it, these many people who are Canadians have no chance and the people who have fought in other armies have had a preference which we try to correct, and it is just to justify the action of the committee in passing a recommendation to stop the preference to those in the allied armies of His Majesty; and it should be extended to all those born outside of Canada, so long as we have unemployed, except in cases where we need certain technicians that we cannot find here.

Mr. GLEN: Are the majority of those returned soldiers?

Mr. POULIOT: I would like to have that information later on. That is information I have not received yet. It was to substantiate what the committee has now and it is just to bring to the committee that I was correct about it.

Mr. GLEN: Would there not be a great number of those who were citizens of Canada for some considerable time appointed?

Mr. POULIOT: Some of them have been here for five years, but many of them have not.

[Mr. C. H. Bland.]

Mr. GLEN: None would be appointed unless they were Canadian citizens.

Mr. POULIOT: Yes, Canadian citizens; no, British subjects, which is entirely different. What I find is that our people do not have the same chance in Great Britain as British people have here. That is my contention. I may be wrong in that, but I submit that to the committee. If it is the desire of the committee to have detailed information, I will put it on the record; if not, I will keep it for myself.

Mr. GLEN: Is your point that you are trying to create a preference for those who might be born in Canada as against those who might not be born in Canada and who are competitors in the examination?

Mr. POULIOT: So long as we have unemployed people here, I do not see why we should be so generous to the others, when our own people are starving. That is my point. I may be wrong, but that is my point of view.

Mr. MACINNIS: Is it not true that, without a great deal more information than we have now, we cannot gather any accurate idea of what these figures mean? For instance, a person born in the old country and coming over here when six months old, would still be in the record as born outside of Canada, in a number of these cases.

Mr. POULIOT: Yes. But, on the other hand, if you look at that you will see what happened in the post office. There is an increase of more than 3,000 in six years.

Mr. GLEN: Permanent employees?

Mr. POULIOT: I do not know whether they are permanent, but they are on Mr. Ronson's list.

The CHAIRMAN: Who prepared that list?

Mr. POULIOT: Mr. Ronson. The first list was prepared by the committee clerk downstairs and the second list was sent by Mr. Ronson.

The CHAIRMAN: Has the committee any objection to that being on the record?

Mr. GLEN: There is no objection. But I would not like the committee to come to any conclusion with regard to it.

Mr. POULIOT: Oh, no. I will just table the information for the use of the committee, and I will make no more comments on it.

Mr. GLEN: On the question of the report, is there anything you have in mind by way of making a suggestion?

Mr. POULIOT: I make no suggestions. I give that for the information of the committee, and the committee may decide for themselves. In fact, the only comments were in answer to your questions, Mr. Glen. Now, gentlemen, I am through.

The CHAIRMAN: Do you gentlemen agree with the publishing of this information or shall we just table it?

Mr. POULIOT: Is it your desire to have that on record?

Mr. MULOCK: I should like to have the information.

Mr. GLEN: I do not think we should publish in the report without some investigation, Mr. Chairman, just as to what that number actually consists of; because we might be doing an injustice to those who might be in this country for a long time and who are now in the civil service but who were born outside of the country. Unless that was broken down in order to show that some preference was being given to those who might be born outside of the country as against those who were born in the country, I do not think we should have it on the record. Because I can see quite well that a great many people would be in the service who have been in Canada for a long time; and if there is to

be a preference set up for those who have been born in Canada as against those who have come into Canada, I think that is a thing that the committee would have to consider very seriously.

The CHAIRMAN: I am ready to abide by the decision of the majority of the committee. Will those who wish to have this information printed please say so?

Mr. MULOCK: Table it and give us a copy.

Mr. POULIOT: It is pretty hard to give the members a copy of a thing like this. It is much easier to print it than to have a copy made. But whatever the committee wishes to have done will be satisfactory to me.

Mr. GLEN: I think it should not be in the report.

The CHAIRMAN: I would ask those who favour that it should be in the report to raise their hands so that I will know how many favour the printing of it.

Mr. CLEAVER: Could it be tabled in the meantime while we study it? Then we can decide at our meeting whether it should be printed.

The CHAIRMAN: Would that be agreeable, that it be tabled in the meantime?

Mr. GLEN: Agreed.

Mr. POULIOT: Now I am through with my work, Mr. Chairman, in the committee on civil service. I have made a personal study of these matters and I am merely in the position of a surgeon who makes an operation, opens the body and shuts it. I find that the case of the Civil Service Commission is hopeless so long as the officials of the Civil Service Commission will contend that Josie is an expert, and things like that. I have studied the files that came up here, and I know that these men may be good, honest citizens, but they are not experts. Moreover, the Civil Service Commission was instituted by members of parliament who were afraid to assume their own responsibilities at the time of the union government. Then, instead of recommending A or B for positions, they said, "We have a merit system." It was a marvelous invention, that merit system; and Mr. Foran was there. At the time he was a mixture, a combination of Buffalo Bill and the late Bull Montana of the silent movies. He was the great boss of the Civil Service Commission. If we have not got the report of the Civil Service Commission, I am sure it is because you wish to publish Mr. Foran's picture on the top of your report or on the front page of your report. I have no objection to that. You may think of him what you wish, but I do not believe in him. He was a kind of Barnum who was trying to impress everybody and saying to everybody that they had there—

Mr. CLEAVER: He is not here now.

Mr. POULIOT: He is not here, but I am giving my judgment on him. He tried to blackmail.

Mr. LENNARD: Why rehash it?

Mr. POULIOT: I have great respect for my hon. friend, but he is a new member. He has not studied the case of Mr. Foran as I have done. He has a lot to learn about it. Of course, he had friends—

Mr. CLEAVER: He is no longer on the commission.

Mr. POULIOT: He is no longer there, but his spirit prevails. That is the wrong part of it. Mr. Bland, I wish to tell you that the Civil Service Commission was an improvisation at first, and it remains an improvisation. You speak of co-ordination in the departments, do you not?

The WITNESS: I do, yes.

Mr. POULIOT: How can there be any co-ordination in the departments when the minister has no authority? The appointments are made by the Civil Service [Mr. C. H. Bland.]

Commission; the promotions or classifications are made by the Civil Service Commission, who have the say in it. The men are paid not by their departments, not by the accountants in their departments, but they are paid by the comptroller of the treasury. It means now that the department business is organized as a dictatorship. When a man gets into the service after being appointed by the Civil Service Commission, he can do absolutely nothing; if he is friendly with some of the Civil Service Commission, especially the organization branch, he has an opportunity to get a promotion. His pay is not controlled, on the recommendation of his minister, by an accountant of his department, but is controlled by the comptroller of the treasury under the instructions of the Department of Finance, which I think is all wrong, and is something which has never been accepted in England. A man does not have to be loyal to his minister or does not have to work hard to get a promotion. He has only to be friendly with officials of the Civil Service Commission and not to be blackballed by the comptroller of the treasury. That is all. It is the wrong system. I have studied this thoroughly, although none of the work I have done is of any use at all; people do not read the report and some members even object to the information that is given to the committee. The reason I have studied this so thoroughly is that I fear—and I fear it seriously—even the leader of the opposition mentioned it during the last summer—that we may have a revolution here; and one of the causes of revolution is bureaucracy, a bureaucracy without control. There is no control. You cannot name me one man who has failed to get his promotion because he was lazy. He is kept there as a treasure. I have done all this work not because of personal interest; it gives me nothing. I was chairman of the committee, but I abandoned it so as to be able to freely say what I think of it. But I want to protect the under dog who has no pull, who does not go to the minister's ante-room and who has no friends in the Civil Service Commission and on the treasury board. Those are the ones whom I want to protect, because they do the work of all the others who play at intrigue. Now, Mr. Bland, we have been well rewarded. There was a meeting of the Professional Institute, and it was a little conspiracy against the members of the committee, for the purpose of throwing insults at the members of the committee, although we were working for them. When the representations were made on behalf of the Professional Institute and on behalf of the other federation of civil servants, we had no information at all. The only one who gave us information was Mr. Knowles; the others were afraid to speak. They spoke about favouritism and all that, and they mentioned nothing; and it was the same with you. In some cases, the board of commissioners had to decide upon favouritism. In some cases—taking you and Mr. Stitt—you would find that there was no favouritism there and Mr. Stitt found that there was. In other cases, Mr. Potvin was finding that there was favouritism and you and Mr. Stitt found there was none. There is no regular rule about favouritism.

I notice that the members of the civil service associations were afraid to mention anything, and we fought their battle, a battle that they have not fought themselves. Moreover, they came out with briefs that had been presented before the first sitting of the committee or at the time of the first sitting of the committee, not taking into account all of the work that had been done by the members of the committee. One of them refused to retract, and he is Mr. Whitmore, head of the Professional Institute. I will say that he has the pride of *Il Duce*, and the ambition of *Der Fuehrer*. On the other hand, he has the pull of a mountain type locomotive and the brains of a humming bird. That is my picture of him; and that is my picture of the official whose file I have mentioned to you, and of some others who have no respect for members of parliament. It is time now to administer your responsibility in its entirety. The ministers are responsible to parliament. I have personal regard for you, Mr. Bland, and I

have personal regard for you, Mr. Nelson. But there will be improvement in the Civil Service Commission only when you admit your mistakes; and until now you have not done so. You have tried to do a plastering job on the walls, on the broken parts of the wall; you have done some plastering work there to save the facade. But I regret it, because I know that you can do much better, provided that you admit that something is wrong; and provided that when somebody is incompetent—as you did in the case of one small stenographer last year—you fire him. There are many who would be fired, and higher-ups also. That is all I have to say.

I thank hon. members for giving me this opportunity of expressing my own opinion. I know very well I shall be insulted by the press, in certain parts of the press, because they have relatives on the board and within the Civil Service Commission itself. Moreover, one of the writers told me that he was strongly for Mr. Foran because he played golf with him, and he defended it in the name of holy democracy. But I do not care what they say. The more they say against me, the stronger I will be with my people. You would be surprised, Mr. Bland, at the number of letters I have received from farmers—

The CHAIRMAN: Mr. Pouliot, I believe I am still chairman of the committee. Mr. Bland was called here as a witness, and I do not know—

Mr. POULIOT: I am not going to take any more time, Mr. Chairman. I thank you, Mr. Chairman, and you gentlemen. You have been most generous with me. I am most thankful to you, and I know that it is of no use at all. However, I felt that I had to say what I have said, and I have said it. But the world will continue to turn and it will do the same thing as before, so long as nobody takes any responsibility.

The WITNESS: May I say one word, Mr. Chairman?

The CHAIRMAN: Certainly.

The WITNESS: There is just one thing I should like to say. I wish Mr. Pouliot could come down and work in the Civil Service Commission for about one week, and he would change, I feel sure, because I know he is sincere. He would change completely his view of what is actually going on, because the Civil Service Commission does not for a moment pretend that everything is perfect. I do not know of any human institution that is perfect. There are things that need to be corrected. We try to correct them to the best of our ability. We are glad to have the help of this committee in correcting them. If Mr. Pouliot were to come down and work with us, I am certain he would revise his opinion both as to the staff of the commission and as to the staff of the service generally. That is all I have to say.

Mr. MULOCK: Might I ask a question, Mr. Chairman?

The CHAIRMAN: Yes.

By Mr. Mulock:

Q. Are you suggesting that Mr. Pouliot should be a commissioner on the Civil Service Commission?—A. I have made my suggestion quite clear, I think, Mr. Mulock.

The CHAIRMAN: Are the committee ready for further business?

Mr. LENNARD: I have another committee I should have gone to before.

The CHAIRMAN: If no members have any new suggestions or formal proposals, I shall have to ask that the committee adjourn.

Mr. CLARK: May I ask a question in regard to examinations?

The CHAIRMAN: Yes.

[Mr. C. H. Bland.]

By Mr. Clark:

Q. To what extent is it a fact that experience is not allowed to count in any way in an examination for a position?—A. Experience is a factor in an examination, with one exception; where a person has been temporarily occupying a position pending a competition, the experience that he has gained in that particular period is not allowed to his benefit in competition with other applicants.

Q. No matter how long he has been in the position?—A. As long as he has been a temporary incumbent, yes.

Q. He may have been in it five years?—A. He may have, yes.

Q. He may have five years experience, and that counts for nothing at all?—A. The case of which you speak, Mr. Clark, is a very unusual case, of course.

Q. Yes, it is unusual, I suppose.—A. I do not know many cases where a man has had that length of experience. But, of course, the man of whom you were speaking was employed outside of the Civil Service Act for the great majority of that period.

Q. Yes.

By the Chairman:

Q. Would not that experience be counted?—A. All I can say in that case is that we tried to give both the man and the other applicants a fair deal.

By Mr. Clark:

Q. Yes, I am sure that is so. I only desire to have the correct thing done in the matter.—A. I know you do, Mr. Clark.

Q. There was a mistake made on the part of the examiners; there is no doubt about that.—A. Mr. Clark knows this case, about which he spoke to me, where a man has been in the position for some five years, some portion of that time having been employed under the section of the Civil Service Act. I appreciate the fact; and have so told Mr. Clark—that it is a difficult position, and we will try to do justice to both sides.

Mr. GLEN: If there is nothing further, I presume we will be having a meeting to consider our final report before presenting it to the house.

The CHAIRMAN: Mr. Glen, you were absent at the last meeting. We had quite a lot of information handed to the committee, and it was printed in the report.

Mr. GLEN: Yes.

The CHAIRMAN: This morning we have had further information and that will be printed in the report. But no member, since our last meeting in camera, has made any formal resolution or suggestion which he would like to have passed in the report. If you will recall, on March 30 or March 31, we did have a meeting of nearly every member, and we studied at length every recommendation that you wished to have presented to the house. Nobody has asked to have those recommendations modified or changed or added to. So unless you find something new, I do not know why we should again study it.

Mr. CLEAVER: Mr. Chairman, if you will look at the minutes of the last meeting, you will see that at that time I did request that a sitting should be held for the purpose of discussing our recommendations. If it is your wish that any recommendations that I have to make should be made now, rather than in the committee in camera, I am prepared to make mine now. I think we have done a lot of work, and members of the committee are very familiar with the work. Our report, when it does come forward, should be a carefully prepared report and should go forward in a form that would be most effective. In regard to two or three different matters which have been thoroughly discussed and passed by the committee, I have some suggestions to make. Perhaps they would come better in camera, but I am quite prepared to make them now.

Mr. MULOCK: In camera would be much better.

Mr. TOMLINSON: Are we going to open the whole report again?

The CHAIRMAN: Mr. Tomlinson, my personal opinion is that we have studied the final report and we have passed the resolution adopting that report; but we are ready to add to them.

Mr. TOMLINSON: Yes; that is all.

Mr. MULOCK: Are we going to alter the terms of the report we have already passed?

The CHAIRMAN: I will have to abide by the decision of the committee. But we have studied it; and Mr. Glen redrafted or helped to redraft the final report which was submitted on the 30th of March.

Mr. TOMLINSON: Exactly.

The CHAIRMAN: It was carried by formal resolution. If anything new comes up, I think it would be wise that we should study those new questions; but as to the parts that were carried and adopted, we are just turning around if we open it up.

Mr. CLEAVER: From time to time, Mr. Chairman, as these different paragraphs were taken up in committee, we were assured, according to my recollection, that the committee at the end of its sittings would meet and we would go through them one item at a time.

Mr. TOMLINSON: We did that.

Mr. CLEAVER: Yes; but this was all done on one Friday when some of the members were not here. I, for one, was absent. That is my fault; but I had a nomination on my hands that week-end. I certainly misunderstood from time to time the assurance that was given—

The CHAIRMAN: For your information, Mr. Cleaver, I may say that on the 31st of March there were present Messrs. Boulanger, Clark, Fournier, Glen, Golding, Hartigan, Jean Lacroix, Lennard, MacNeil, Marshall, Mulock, O'Neill, Spence, and Tomlinson,—fifteen members in all; and every member received notice of that meeting in camera.

Mr. CLEAVER: There are two or three matters about which I feel sufficiently strongly that if the committee are not prepared to consider them, if I have to bring in a lone minority report, I will have to do it; but I do not think it is at all necessary, surely.

The CHAIRMAN: This morning you can discuss any question. I believe the committee is ready to hear any suggestion.

Mr. CLEAVER: Very well, Mr. Chairman.

Mr. GLEN: May I interrupt for a moment? We did go over the report finally, and I think probably all the members will agree that some of the matters were contentious, of course, and went to a vote and were not incorporated in the report. That report probably will be accepted in its entirety. But when I was reading the report of the last meeting, I saw that Mr. Cleaver had introduced two or three different subjects; for instance, in particular he introduced the subject of promotions within the service rather than outside of the service. I do feel that the committee should discuss that matter and, if necessary, add to our present report. My thought is not to go over what we have decided at all, but in camera to add to it anything that has been brought up consequently. All the other matters that Mr. Cleaver has submitted I think probably should be discussed in camera and, if the committee so decide, should be part of the report that we submit to the house. I think that is probably what Mr. Cleaver had in mind. Am I right in that?

The CHAIRMAN: Mr. Glen, the only objection I find to that is because of what takes place in camera, as to evidence. If we need information, it is

[Mr. C. H. Bland.]

not published and it is not in our report. Some members attend one meeting and do not attend the next meeting. If there is any discussion which interests the committee, or the public at large, or the commission, I think that we should have the information in the report so that everybody could study the question. There is no harm in discussing this morning what Mr. Cleaver has in mind. We have here witnesses from the commission—the chairman, Mr. Nelson and Mr. Putman—and we can have any other witnesses who can enlighten us upon the situation.

Mr. GLEN: Mr. Chairman, in that connection may I say that it would be well, I would think, when concurrence is asked for any member of the committee to be in a position to say that there were several matters discussed in the committee which, on a vote, showed a difference of opinion, with the result that they were not incorporated in or made part of the report. It would be well, I would say, for that member who might wish to discuss it in the house, to be able to say to the house that this matter was the subject of discussion in the committee, and those who were in the minority wished their viewpoint to be presented to the house and to let the house decide what should be done. The matters which Mr. Cleaver introduced at the last day's meeting were such as were not considered prior to that meeting. For instance, there was that question of promotion within the service; I take that just as a thing that strikes me as outstanding at the moment. It has been presented. But I would say that that matter should be, in camera, considered by the committee; and if they thought it advisable, it should be put in the report to the house. But I do think that members who have an interest in a particular subject should have the right to say that it was a matter of discussion in the committee, and that now they wish the house to decide upon that. I take it from Mr. Cleaver's remarks, and also from the last report, that that is what he desires to do.

Mr. MULLOCK: Mr. Chairman, as I understand Mr. Cleaver's idea, it is a question of the phraseology of two sections.

Mr. CLEAVER: And two additional sections.

Mr. MULLOCK: And two additional sections. Could we not clean that up much quicker in another meeting in camera? We could do the whole thing in three-quarters of an hour.

Mr. TOMLINSON: Two additional sections? I want to know what those two additional sections are, and I think they should be placed on the record.

Mr. CLEAVER: So that there will be no misunderstanding, I should now like to place on record my suggestions. I think that paragraphs 11 and 12 of the report have not been drafted in a way to clearly indicate—

The CHAIRMAN: Mr. Golding's suggestion was paragraph 11 of the report? That is Mr. Golding's suggestion?

Mr. CLEAVER: I should not like to say that it is the suggestion of any member. But I am saying that I do not think paragraphs 11 and 12 clearly convey the considered opinion of this committee, if I have understood the discussions correctly. My suggested paragraph 11 would be as follows:—

Your committee is of the opinion that transfers from one department to another should be encouraged to facilitate merited promotions and for the purpose of helping employees to acquire a general knowledge of the work of the department or departments of government.

Your committee considers that the effect of this recommendation will be to open new horizons to the younger employees by offering opportunities for advancement to those deserving promotion and, at the same time preventing a static condition of the service.

Then paragraph 12:—

Your committee recommends that all promotions should be made solely on merit and that a system of periodic ratings should be made recording the efficiency of employees, for use in connection with promotions, classifications, salary increases and retirements, and that such ratings shall be made by the immediate supervisor of the civil servants and reviewed by a board of three departmental officers, that the employees shall be advised of the result of all his ratings and shall have the right to appeal such ratings to the board mentioned in the following recommendation.

I do not suggest any change to section 13 because that was a contentious section and we reached a compromise in regard to that section.

Mr. GOLDING: I do not think it is fair now, as we had that meeting and discussed that thing thoroughly, to come back and open the whole thing up again. If there is something new, or something that any member wants to add to what we already have, that is quite all right; but we don't get any place by continually opening the thing up for discussion after we have thoroughly discussed it and decided upon what we would submit to the house.

Mr. CLEAVER: Well then, I shall ask Mr. Golding a question, if I may—I know he won't mind it—was it your understanding, Mr. Golding, that this committee reached a conclusion that promotion should be on merit?

Mr. TOMLINSON: If you are going to start cross-examination of members—

Mr. CLEAVER: Just a moment please. That is the whole question that I raised. My understanding was that we had reached that conclusion. Your report does not so state. I want to know if Mr. Golding from his recollection will tell me whether it was his understanding that we reached the conclusion that promotions were to be made by merit?

The CHAIRMAN: Gentlemen, if we are to talk over the draft report of the whole meeting in camera I would suggest that we should not discuss it right now, except in camera.

Mr. GOLDING: It is not a question as to what my understanding is, or what my opinion is. We did not all agree on everything, but we did work together and co-operate to bring in a report, and this report is the report that we decided on. I am not going to ask anybody to open up things and listen to what I have to say about this or that.

Mr. O'NEILL: My principal objection to opening this up is that if we are going to open this up to-day, now, the next time we meet somebody is going to want to open it up for something else.

Mr. TOMLINSON: Yes.

Mr. O'NEILL: Then we are going to have the committee in the same position this year that we were in last year when we did not submit our report to the house until the day the house rose; and there will be no chance of getting things through parliament. That is the principal objection. As to this question Mr. Cleaver has raised, I am in complete agreement with that, but I am not in agreement with the idea of trying to open it up again at this time. I am in agreement with what he says, and with the desirability of having it put into the report. We have one statement there that is not embodied in this report, and I would be quite prepared to have that added to it, but to leave the rest as we have it at the present time; leave it as it is and submit it to parliament.

Mr. CLEAVER: Then, Mr. Chairman, I am forced to this position, that I may not move an amendment to paragraphs 11 and 12 of the draft report, and I, of course, must abide by the decision of the committee.

Mr. TOMLINSON: You are out of order.

[Mr. C. H. Bland.]

Mr. GLEN: Why?

Mr. TOMLINSON: He should have done that when we sat in our sub-committee. I thought at the last meeting that we had there—

Mr. CLEAVER: Let the chairman rule me out of order and I will appeal from the ruling of the chair.

Mr. TOMLINSON: Just a minute, until I am through. I thought we had had our last meeting and had our last report; I thought that had been decided on at our meeting on the 30th of March.

The CHAIRMAN: Mr. Cleaver and Mr. Pouliot requested me to hold further open meetings, and I would not refuse the request of any member for any further investigation into the operations of the Act. As a result of that we had our meeting last Thursday, and this one to-day.

Mr. TOMLINSON: I am quite in sympathy with Mr. Cleaver, and if he is to present a submission I think it is desirable that it should be discussed and voted on in this committee, or in the committee in camera; but if you are going to open up one or two sections I am going to open up all of the sections and discuss them over again. One has just as much right to do so as another.

The CHAIRMAN: My ruling would be that any new suggestion by Mr. Cleaver is welcome right now, and then we may if you wish have a meeting in camera. Why don't you make a formal proposition this morning and let us decide on that, and then have a further meeting?

Mr. CLEAVER: Then I understand your ruling to be this: That with respect to a matter which affects between 40,000 and 50,000 in this country, affects an annual expenditure of over \$92,000,000, that because I failed to attend one meeting of this committee when it was in camera that my views as one member of this committee are not to be considered. If that is your ruling I will, of course, have to be bound by it.

The CHAIRMAN: I do not think you are just to the chairman the way you are speaking right now. Since we started the meetings of this committee I think I have been as broad-minded as any member.

Mr. CLEAVER: Yes.

The CHAIRMAN: I am ready to consider any suggestions, but this report was based on the resolution of the 31st of March adopting certain amendments or recommendations to be submitted to the government with respect to the civil service. And now, you don't want to be opening up these recommendations at every meeting we have. I don't believe the public would think we are serious if we did that.

Mr. CLEAVER: Is that fair, Mr. Chairman? I missed a meeting on the 31st of March, and just because I missed a meeting on one day am I to be precluded from expressing my views as one member of this committee?

The CHAIRMAN: Mr. Cleaver, give us all your views this morning.

Mr. CLEAVER: Then I am moving that paragraphs 11 and 12 should be amended as read—and I will, of course, have to abide by the vote of the committee on that motion—

The CHAIRMAN: Would you give us those amendments in writing, so that the clerk will have them and so that every member of the committee will know exactly what you are amending.

Mr. CLEAVER: I shall be pleased to.

Mr. TOMLINSON: I think, Mr. Chairman, he is completely out of order in doing so, in attempting to open up the matter we discussed and which I thought was closed and that report was going to the house. I have certain matters I am not satisfied with, a good many of them; but I have been trying to get the report into the house so that it can be acted upon.

Mr. CLEAVER: Do you think one meeting should make all our work final on a matter of this kind?

Mr. TOMLINSON: I am not talking about one particular matter, or considering it as final; what I am saying right now is that if you open up this again I feel like Mr. O'Neill that we will not be able to get our report in until the very end of the session.

The CHAIRMAN: Gentlemen, I will put this question to the members: Do you wish the report to be re-opened, to be amended? I want your opinion on that. I would ask those who are agreed that we should re-open and amend our prepared report to indicate by rising, or by giving their names, so that we may have this matter disposed of.

Mr. GLEN: Before you put the question, may I be allowed to say a few words? So far as I can gather from Mr. Cleaver's amendment it is on a question of phraseology as much as it is upon the merits of the proposals of paragraphs 11 and 12. Now, as Mr. Cleaver says, this is an extremely important report. I would dislike very much to see this report going to the house with something in it that could have been amended and improved. When we met at that meeting, I with you and some others were concerned with the phraseology, but Mr. Cleaver has taken the position that there is a principle involved which is not covered by sections 11 and 12. Now, we want to have that report ready to submit to the house, and we want to have discussion on Mr. Cleaver's amendments. I would suggest that we should meet again, because I am quite satisfied that so far as the rest of the report is concerned it will be adopted as we have already drawn it up and drafted it for submission. On questions 11 and 12 he has raised a most important issue, in my judgment the most important that any member has as yet brought up, and that is the question of promotions within the service. If, as we have had this morning from Mr. Pouliot an attack upon the commission because some employees in the service have been receiving favoured treatment owing to the fact that they are persona grata to a minister—and here is Mr. Cleaver raising that very point of promotions within the service—then in my judgment there is nothing that is more important. Therefore, for that reason, I am supporting Mr. Cleaver in suggesting that we should meet in camera in order to prepare a final draft of the report. We need to give consideration to what he has brought up, and it will not affect the rest of the report at all; and if the committee are decided not to alter their report, very well; those who support it will have to accept it.

Mr. CHAIRMAN: Mr. Glen, if Mr. Cleaver has any proposition or resolution to submit to this committee affecting its report where is the objection to his making that proposition right now?

Mr. CLEAVER: I am prepared to do that.

Mr. GLEN: Mr. Cleaver is ready to do it right now.

The CHAIRMAN: If it is adding to this recommendation.

Mr. CLEAVER: I say, Mr. Chairman, that paragraphs 11 and 12 as drafted should be amended.

The CHAIRMAN: Would you read your motion, Mr. Cleaver.

Mr. CLEAVER: Very well then, I will read the motion which I made a moment ago: that paragraph 11 as drafted should be amended, and that paragraph 12 as drafted should be amended, pursuant to the amendment which I read a few minutes ago. I am in your hands. If you rule the motion out of order I will appeal from your ruling; and the majority, of course, will govern; and then I am perfectly at liberty to introduce my amendment as a minority report if necessary in the house. But I distinctly understood as a result of all of our deliberations that this committee had unanimously reached a decision that promotions within the service should be on merit. I say advisedly that paragraphs 11 and 12 of the draft report do not so state.

[Mr. C. H. Bland.]

Mr. TOMLINSON: Paragraphs 11 and 12 cover the views reached by this committee at its last meeting. For that reason I suggest that if you are going to discuss this report, if we are going to open the whole thing up again, we will never get through.

The CHAIRMAN: I rule that any amendment to the report which was adopted in camera is out of order.

Mr. CLEAVER: Then I appeal from the ruling of the chair.

On the question being put the ruling of the chair was declared sustained.

Mr. CLEAVER: Then, Mr. Chairman, you were good enough to say that if I had any new matters I was free at this time to present them. I have two new motions to bring up.

I move: That the Civil Service Commission Act be amended making it compulsory that all future appointments of civil service commissioners and deputy ministers shall be by way of promotion from within the service. That, I take it, is entirely new and is within your ruling.

The CHAIRMAN: That is an amendment to section 6 of the Act which reads as follows:—

A deputy head for each department of the government shall be appointed by the Governor in Council, and shall hold office during pleasure.

There is no objection that the committee can discover to this proposal just now.

Mr. TOMLINSON: I would suggest that discussion on a thing like that should be in camera.

Mr. O'NEILL: If we are going to start in now having meetings in camera just when are you going to get this report in?

The CHAIRMAN: I am going to ask people apart from members of the committee to retire when we begin.

Mr. O'NEILL: I don't want any camera meetings at all.

The CHAIRMAN: Would you object, Mr. O'Neill, if I were to ask all people present who are not members of the committee to retire and we will just go ahead with the consideration of this amendment to the Act in camera.

Mr. O'NEILL: I have no objection as far as I am personally concerned. I don't care if you have all the people in Canada here.

Mr. CLEAVER: I have been placed in the unfortunate position once before of having a motion of mine ruled out of order, and I am not going to run that risk again.

The CHAIRMAN: This will not be ruled out of order.

Mr. CLEAVER: If we go into camera then my other two new matters may be ruled out of order. I would like to state them now.

Mr. TOMLINSON: All right, go ahead.

Mr. CLEAVER: I move: That in order effectually to remove all appointments from political influence no recommendations of members of the House of Commons or of defeated candidates, other than recommendations by way of character reference, shall be placed upon any applicant's file and that all advertisement for applicants shall prohibit the applicant from seeking political assistance to further his appointment.

Mr. GLEN: I second that.

The CHAIRMAN: That is a formal motion moved by Mr. Cleaver and seconded by Mr. Glen.

Mr. CLEAVER: And the third one, Mr. Chairman: That a careful study be made by the commission with respect to (a) Entrance age limit of each of the respective classes; (b) Type of examination papers; (c) Advisability of holding general examination country-wide at the right season of the year and co-ordinat-

ing with our educational institutions, and that such matters be dealt with by the committee of the house next year.

The motion is that the commission should be asked to make a study and report to the committee, and that the question should be studied next year.

Mr. TOMLINSON: That is perfectly all right.

The CHAIRMAN: That particular resolution won't meet any objection I believe—that we request the commission to make a further study as to examinations and reclassifications.

Mr. TOMLINSON: I should say that is splendid.

Mr. GLEN: If that is the view of the committee that should be added to the report.

The CHAIRMAN: Absolutely. If you have no objection I will ask Mr. Cleaver to give this third recommendation to the clerk and that may be moved the report.

Mr. MULOCK: We want to consider this important point. We want to consider these things. We don't want any snap vote on these things, just putting them through without giving them any consideration. We have spent two years on these things and there is no report in yet. I object to action like this at the last moment. Some of us thought the report would be in to the house a month ago so that it could be discussed, and not be going in at the last minute and so receive no action. There is only a small proportion of the committee here this morning and this thing has not been considered and they know nothing about it. I think it would be most unfair to vote on this thing to-day without any warning or any consideration being given to it.

The CHAIRMAN: But as to the third motion by Mr. Cleaver, it seems it would be in the interest of the service that the commission make a special study of the kind he suggests.

Mr. CLEAVER: I am in agreement with Colonel Mulock that I do not think that anything should be rushed through. I have been opposed to rushing anything through. I think these matters should be carefully considered, and I am not asking that they should be dealt with this morning, but I am asking that they should be dealt with in the report.

The CHAIRMAN: Well then, would the members agree that this third motion of Mr. Cleaver's should carry? It is a recommendation for the study of the system by the Civil Service Commission and for them to report next year to such committee as may be set up.

Mr. LACROIX: Might I ask a question?

The CHAIRMAN: Yes.

By Mr. Lacroix:

Q. Mr. Bland, since the passing of the amendment to the Civil Service Act concerning the bilingual qualifications for appointees in the province of Quebec, approximately how many French-Canadians have been appointed in the province of Quebec?—A. Approximately 90 per cent of the appointments have been able to speak the French language.

Mr. LACROIX: That is a fine record.

The CHAIRMAN: Now, gentlemen, there remain these two new suggestions moved by Mr. Cleaver and seconded by Mr. Glen; one is an amendment to section 6 and another is that another section be added to the statute by which members of parliament or defeated candidates are barred from any appointment to the civil service.

Mr. CLEAVER: That is not my motion, sir. My motion was that these appointments should be by way of promotion within the service.

[Mr. C. H. Bland.]

The CHAIRMAN: You have two new motions, amending section 6, by which deputy heads and members of the commission are appointed—

Mr. CLEAVER: I did not say anything about members of parliament. I said that the Civil Service Act should be amended making it compulsory that all future appointments of civil service commissioners and deputy ministers shall be by way of promotion within the service.

The CHAIRMAN: That is the first thing you moved. What was the next?

Mr. CLEAVER: That in order effectually to remove all appointments from political influence no recommendations of members of the House of Commons or of defeated candidates, other than recommendations by way of character reference, shall be placed upon any applicant's file and that all advertisements for applicants shall prohibit the applicant from seeking political assistance to further his appointment.

The CHAIRMAN: Is it the pleasure of the committee that we should sit in camera to consider these two resolutions right now?

Mr. GLEN: We have very few present at the moment, Mr. Chairman; a bare quorum. I would move that we sit again on Thursday morning next.

The CHAIRMAN: All right, we will adjourn until Thursday morning next when we will sit in camera.

The committee adjourned at 11.50 o'clock a.m. to meet again on Thursday next, April 20, in camera.

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Committee on the, 1939

SESSION 1939

HOUSE OF COMMONS

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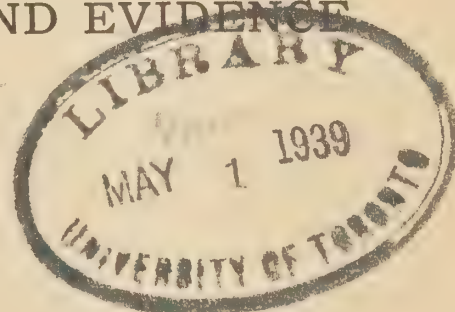
SPECIAL COMMITTEE

ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7



TUESDAY, APRIL 25, 1939

WITNESSES:

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. S. G. Nelson, Chief Examiner and Executive Officer, Civil Service Commission.

MINUTES OF PROCEEDINGS

TUESDAY, April 25th, 1939.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 10.30 a.m. Mr. Alphonse Fournier, the Chairman, presided.

Members present were:—Messrs. Barber, Boulanger, Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Glen, Golding, Hartigan, Howard, Jean, Lacroix (*Quebec-Montmorency*), Lennard, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, O'Neill, Pouliot, Spence, Tomlinson, Tucker and Wermenlinger.—23.

In attendance were:

Mr. C. H. Bland, Chairman, Civil Service Commission;

Mr. S. G. Nelson, Chief Examiner and Executive Officer, Civil Service Commission, and

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

Discussion took place respecting agenda.

On motion of Mr. MacInnis consideration of Mr. Cleaver's proposals was proceeded with.

Mr. Cleaver moved,—

"That the Civil Service Act be amended making it compulsory that all future appointments of Civil Service Commissioners and Deputy Ministers shall be from within the service, and that the appointments be made by the Governor in Council."

A debate thereon ensued.

Mr. Pouliot submitted the following statements which, by unanimous consent of the Committee, were ordered printed as appendices to this day's evidence.

Appendix 1.—List of deputy ministers, officers with rank of deputy ministers, and assistant deputy ministers, with date of appointment and departmental experience.

Appendix 2.—List of deputy ministers, officers with rank of deputy ministers, and assistant deputy minister, showing date of birth and examination record.

Appendix 3.—Examination record of certain deputy ministers and officers ranking as deputy ministers.

Appendix 4.—Members of public service who rank as deputy ministers.

Appendix 5.—Sessional Paper No. 195, dated April 22nd, 1936, showing who decided upon merit of appointees.

Appendix 6.—Tabulation showing the number of civil servants in the various salary ranges

(a) under the Civil Service Commission,

(b) appointed by the Civil Service Commission,

(c) blanketed in.

Appendix 7.—List of civil servants acting as technical officers on Advisory Examining Boards of the Civil Service Commission from 1918 to 1938 (inclusive).

On Mr. Cleaver's motion being put it was negatived on the following division:—For 6, Against 14.

Mr. Cleaver moved:—

“That in order to remove all appointments from political influence all advertisements for applicants shall contain a notice advising the applicant that he must not seek political assistance to further his application.”

The motion being put it was carried on division.

Mr. C. H. Bland and Mr. S. G. Nelson were recalled and jointly examined.

Mr. Bland was requested to produce the examination file relating to the appointment of a Transport Clerk at Sydney, Cape Breton.

The Chairman read a letter from the Chairman of the Civil Service Commission suggesting that the Committee's recommendation respecting ratings be amended to read as follows:—

“Your Committee recommends that in connection with ratings on efficiency and fitness on which selections for promotion are based, the fitness ratings, whenever possible, be made by a Board of three departmental officers instead of individual departmental officers as at present, and that the efficiency rating be made by the immediate supervisors of the applicants and reviewed by the Board of three departmental officers.”
(The second paragraph to remain unchanged).

On motion of Mr. Howard recommendation No. 12 of the Committee's report was amended to read as suggested above.

On motion of Mr. Howard the following changes in the report were adopted:—

Recommendation No. 2 to the Civil Service Commission; after the words “such ruling may”, delete the word “join”, and substitute therefor the word “request”; after the words “Civil Service Commission” insert the words “to join.”

Recommendation No. 11.—after the words “should be encouraged so as to”, delete the words “prevent favoritism” and substitute therefor the words “facilitate merited promotion”.

On motion of Mr. Howard the report was adopted.

Mr. Howard moved a vote of thanks to Mr. Bland, Mr. Nelson and other officials for the information and assistance they gave to the Committee. Motion adopted.

Mr. Pouliot moved a vote of thanks to the Chairman for the able manner in which he performed his duties. Motion unanimously adopted.

Witnesses retired.

The proposed report was considered, amended, and on motion of Mr. Howard was adopted as amended.

(Second and Final Report printed herewith).

On motion of Mr. Spence the Committee adjourned.

J. P. DOYLE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 429,

April 25, 1939.

The Special Committee appointed to inquire into the operations of the Civil Service Act met at 10.30 a.m. The Chairman, Mr. Alphonse Fournier, presided.

The CHAIRMAN: Gentlemen, we have a quorum. At our last meeting it was agreed that to-day's meeting would be in camera for the purpose of considering and discussing certain proposals made by Mr. Cleaver, of which copies were sent to every member of the committee, but yesterday I received a written request from Mr. Pouliot asking that we have here this morning Mr. Bland, Mr. Nelson and Mr. Putman. I would like to ascertain the pleasure of the committee as to how we shall proceed. Is it your pleasure that we shall discuss Mr. Cleaver's proposals in camera and then call in these witnesses, or do you wish to proceed with the examination of these gentlemen whom Mr. Pouliot has asked to attend?

Mr. TOMLINSON: I think it would be better for us to deal with these other things first.

Mr. SPENCE: I want to say that the last two meetings we held were in my opinion absolutely unnecessary. We have already met in camera and considered our report, and I cannot see any reason for our having had the last two meetings which we held at the request of Mr. Pouliot or Mr. Cleaver, or both. I do not think there is any necessity for it. It is just a repetition of what we have had before. As far as I am concerned I will support no recommendation of any kind that was not before us at the meeting at which we considered and drafted our final report. We are through with that job.

Mr. MACNEIL: May we hear Mr. Cleaver first?

Mr. POULIOT: I object to these sittings in camera because last year when I wanted to ask the papers not to publish certain matters the first one to protest was Mr. Glen, also Mr. Cleaver; they protested against the fact that the public were not informed as to what was going on. I wonder why that method is proposed now. They have a motion to discuss. We are all here. We can discuss it right now and have the discussion all taken down in shorthand. I am not afraid of what I have to say. Last year I modified my attitude somewhat in order to be agreeable to some members of the committee. I harbour no resentment against anybody. Now, you see, we had the argument last year by Mr. Glen and Mr. Cleaver that everything should be in public; therefore, I do not see why we should not propose to discuss matters affecting deputy ministers and high officials of the service in secrecy. I do not see that at all. If there is going to be any discussion, let us have it in the open.

Mr. CLEAVER: I have made no request for any discussion in camera.

The CHAIRMAN: I would like to know your pleasure before making a decision; do you wish this discussion of Mr. Cleaver's proposal in camera? If so, I shall ask these gentlemen to retire.

Mr. MACNEIL: I understood that Mr. Cleaver would be examining Mr. Bland on this matter to-day.

Mr. CLEAVER: No, I have made my case.

Mr. GLEN: There seems to be some misunderstanding with respect to "in camera." My thought was, and the only thought in my mind was, that we were going to deal with the report; not with the further examination of witnesses. It is news to me that we are going to hear further evidence this morning from Mr. Bland, Mr. Putman, Mr. Nelson or anyone else. I thought we were coming

here this morning to meet in camera to go over our whole final report and prepare it for presentation to the house without the taking of any further evidence; and that is the only "in camera" I want. If, as the result of such a meeting we find that it is desirable to take further evidence with respect to something which comes up in discussion, that is a different matter.

Mr. SPENCE: You can't get any further evidence.

Mr. POULIOT: As Mr. Bland said last fall, I want a more complete pr-r-r-resentation.

Mr. GLEN: Did I "pr-r-r-r" my presentation?

The CHAIRMAN: There seems to be some misunderstanding with respect to this meeting. We received notice at the last meeting that Mr. Cleaver had proposals to make this morning and copies of those proposals were sent to every member of the committee. They were to be discussed this morning. Somebody mentioned a meeting in camera. Later on, as I stated a moment ago, Mr. Pouliot asked for the hearing of other witnesses. These gentlemen are here now, and I am sure they will be quite ready to retire if requested to do so.

Mr. GLEN: Just a minute: If there is further evidence to be given, of course, it will have to be given in the open; there is no question about that. The point I am stressing is that what we need to do right now is get busy on our report and submit it to the house right away.

Mr. SPENCE: We did all that.

Mr. POULIOT: Mr. Chairman, with the indulgence of members of the committee, we are here to discuss a motion that is in the name of either Mr. Cleaver or Mr. Glen, and we are not here, sir, to make theoretical discussions. We are here to have the facts, and after the facts have been submitted with regard to these amendments—we are to discuss in the air, do you see—theoretically. I want the facts about these particular matters, and if I am not permitted to get those facts I will say in the house that it is impossible to get the information on account of the stubbornness of some of the members of this committee. I am afraid of nothing. I want to know about these things, I want information.

Mr. GLEN: On a point of order: I have already said if there is further evidence to be given this committee will have to hear it. If any member of the committee wishes to bring in other evidence on some point that can be done. Mr. Pouliot may say that we have not all the evidence, but we have all the facts we need on which to proceed. Notwithstanding that, if more evidence is desirable there is no objection to it; but if that be the case, let us get on with the evidence so that we can make our report.

Mr. MULOCK: We all thought that we had finished our report.

Mr. SPENCE: So we did, at that meeting some time ago, but at the request of Mr. Cleaver and Mr. Pouliot the chairman consented to call another meeting. There is no need whatever for that meeting being called. So far as we are concerned we are satisfied with respect to all the questions which have been raised, we have drafted our recommendation and our report is ready to be presented. You have no right to come along now and ask us to open this whole thing up again.

Mr. CLEAVER: I know Mr. Spence wants to be fair. I have always known him to be fair minded.

Mr. SPENCE: I want to see this report get into the house.

Mr. CLEAVER: I do not know whether he got out of bed too early this morning or whether his breakfast did not agree with him; I think perhaps on reconsideration Mr. Spence would do just like I would be prepared to do, and listen to what he had to say.

Mr. SPENCE: I can tell you my mind is already made up.

Mr. CLEAVER: I would like to say this, I have always found him to be fair and very open to reason, and I would like him to consider this; that this matter is of sufficient importance after two years' study that the views of all the members of the committee should be heard. And now, the meeting of the committee to which Mr. Spence refers was a meeting in camera which was called on a Friday and with respect to which I did not receive notice until my return to Ottawa the following Monday.

Mr. SPENCE: It is your own fault you were not here.

Mr. CLEAVER: I know Mr. Spence sometimes plays "hooky" on Friday just as I do.

Mr. SPENCE: If I did I would say nothing about it.

Mr. CLEAVER: It is well known that most of the committees do not meet on Friday, and that the most important business of the house is not brought up on Friday, simply because of the fact that sometimes some of us have to be away on Friday. Now, all I am asking, Mr. Chairman, is that Mr. Spence would extend to me the same courtesy that I would be pleased to extend to him at any time; and that is that I should have the right to be heard with respect to these matters as to which I am especially interested, and I think they are matters which are really important. I have not had an opportunity of expressing my views on these matters at all, and I know that Mr. Spence would be the last man in this committee to want to do anything unfair. And now that I have explained why—

Mr. SPENCE: I had no notice of this.

Mr. TOMLINSON: The only objection I have is that we have sat now for two years, and I remember quite well mentioning this particular matter last year that Mr. Cleaver is now mentioning. This matter was considered by us last year, and it was up again in the early part of this year. It is not a new matter. For us to be asked to go back and change our report after we have settled it, I think is most unfair to the rest of us. I have matters that I would really like to discuss, but I am going to take the position that there is no use in our going back and opening up our report so that we can discuss all these matters. So far as I am concerned, I am prepared to wait for another year.

Mr. SPENCE: This thing might last forever.

The CHAIRMAN: Well then, gentlemen, we have before the committee these two definite proposals. I believe it is your pleasure that Mr. Cleaver's proposals should be proceeded with?

Mr. SPENCE: What are the two definite proposals?

The CHAIRMAN: The first is: That the Civil Service Act be amended making it compulsory that all future appointments of civil service commissioners and deputy ministers shall be by way of promotion from within the service.

Mr. SPENCE: What is the other one?

The CHAIRMAN: The second one is: That in order effectually to remove all appointments from political influence no recommendations of members of the House of Commons or defeated candidates, other than recommendations by way of character reference, shall be placed upon any applicant's file and that all advertisement for applicants shall prohibit the applicant from seeking political assistance to further his appointment.

Mr. GOLDING: Just before you go into that, in reference to the statement that has been made by Mr. Cleaver, there is one thing that should not be overlooked. He says that he has not had a chance to present his views on these particular questions. When this committee met on that particular Friday they met believing that the whole matter had been discussed at our previous meetings, and they met then to draft our report. If Mr. Cleaver had no chance

to submit his opinion in regard to these questions, well that is entirely his own fault because he was present at all the other matters at which this matter was considered.

Mr. SPENCE: He did present them.

The CHAIRMAN: On the other hand, gentlemen, don't you think these particular proposals are serious, and deserving of our consideration. Do you not think that we should now have the views of the committee on these two things.

Mr. SPENCE: Why bother the Civil Service Commission with a thing like that, they seldom pay any attention to letters of that kind to the commission anyway.

Mr. MACINNIS: Mr. Chairman, I think the members who are objecting to the holding of meetings after the report has been made are out of order as we have already had two meetings since that time.

Mr. SPENCE: I want to say that in my opinion the other meetings should not have been called.

Mr. MACINNIS: However that may be, there was no protest made at any of the meetings I have attended since; there has been no protest made and these meetings were called specifically.

Mr. TOMLINSON: That is not fair, we protested at the last meeting very strongly.

The CHAIRMAN: Order, please; let Mr. MacInnis finish.

Mr. MACINNIS: This meeting is not proposing to deal with all the questions raised by Mr. Cleaver. I think the best way to deal with this matter is to have a motion as to whether or not we should deal with these proposals, and if the committee decides against them, of course, we won't hear them; but there is no use in arguing this back and forth across the floor of the committee, that is not going to get us anywhere. I move that the committee now proceed with the discussion of Mr. Cleaver's motions.

Mr. CLEAVER: Have you a copy of the minutes of our last meeting? I distinctly understood that it was agreed at that last meeting that my new proposals—

The CHAIRMAN: Would be discussed.

Mr. CLEAVER: —as indicated, would be discussed.

The CHAIRMAN: All right.

Mr. CLEAVER: And if you would be good enough to look up the minutes of that meeting I know the minutes will confirm that.

The CHAIRMAN: I believe Mr. MacInnis is right, that we should decide whether or not we are to hear Mr. Cleaver on his proposals which he placed before us in the form of notices of motion at our last meeting. We undertook to have this meeting so that they could be discussed. I think we should have them discussed.

Mr. SPENCE: Whatever you say, Mr. Chairman.

Mr. POULIOT: I think Mr. Cleaver, Mr. Glen or anybody else has a right to speak.

The CHAIRMAN: Then, gentlemen, we are on Mr. Cleaver's first motion: "That the Civil Service Commission Act be amended making it compulsory that all future appointments of civil service commissioners and deputy ministers shall be by way of promotion from within the service." I believe the committee would like to hear Mr. Cleaver as to this proposal.

Mr. CLEAVER: Well, Mr. Chairman, I will make my remarks very short, because I do not want to impose on good nature. The reason I have advanced

this recommendation to the committee for its consideration is because of the fact that during the last few years appointments have been made to the position of civil service commissioner and to the position of deputy minister which have not been by way of promotion within the service, and which have been made by appointment, I believe political appointment, of men entirely outside the service, of men who have taken an active part politically, either by way of being members of parliament, defeated candidates, or ex-members of parliament, or party organizers. They have been appointed to these positions which are the highest positions in the civil service of Canada, and as a result of these political appointments I have heard many criticisms, and I believe every member of the committee has heard them, that our civil service is not a merit system as it now stands; and I think that criticism is a just one. How can you expect a merit system if the most important positions in the service are not filled on the merit system but are political appointments?

Now, I want to make myself abundantly clear that I am making no personal criticism with respect to any deputy minister or any sitting member of the Civil Service Commission. What I am complaining about is the system. We will soon be having another general election. There will be some casualties in that general election.

Mr. POULIOT: Hear, hear.

Mr. CLEAVER: And I think we should remove that pressure from the new premier, whoever he may be; that pressure to appoint political friends to these high positions; not because these political friends have not the mental capacity or the experience to fill them, but because of the effect on public opinion and the effect inside the service. Now, you take the appointment of a deputy minister, if you appoint a deputy minister by way of promotion within the service his very appointment means that perhaps two or three thousand others in the service are stepped up one step. They all get a promotion as a result of his promotion; and you can just imagine how you gentlemen, members of this committee, would feel, if you were in the civil service and were denied a right of promotion like that; if there was some politician coming along and taking that position, someone who has not been in the service at all.

Mr. TOMLINSON: I object to that word "politician." You may be a politician, I do not claim I am.

Mr. POULIOT: No, you are a statesman.

Mr. CLEAVER: Perhaps I should retract the word "politician."

Mr. POULIOT: Is this sitting in camera?

The CHAIRMAN: There is nobody from outside present.

Mr. TOMLINSON: I think we use that word carelessly. I think we use the word "politician" very carelessly, and in such a way as sometimes gives a wrong impression to the public.

Mr. SPENCE: It doesn't matter what you say here, it is all right.

Mr. CLEAVER: Or perhaps we are too thin-skinned. And so, Mr. Chairman, for these reasons and based on the evidence which we already have on the file, the evidence of Sir Francis Floud, the evidence of the chairman of our own commission, I move that the following words should be inserted in our report:—

That the Civil Service Commission Act be amended making it compulsory that all future appointments of civil service commissioners and deputy ministers shall be by way of promotion from within the service.

Mr. POULIOT: I wonder if Mr. Glen has anything to say about that?

Mr. GLEN: No, except that I second Mr. Cleaver's motion. I have much pleasure in doing that.

Mr. POULIOT: Mr. Chairman, if you will permit me just a minute: That nice little speech made by Mr. Cleaver is very vague. He said that he had no

personal criticism against any deputy minister at present holding office, or against any assistant deputy minister. Well, if he has no complaints, why move it? There should be a reason for complaining against some appointment. Of course, Mr. Cleaver has already mentioned Mr. Stitt. I am not going to abuse or attack Mr. Stitt—

Mr. CLEAVER: I object, Mr. Chairman. I did not mention Mr. Stitt. I have not made any complaint with respect to Mr. Stitt or anyone else. I am complaining about the system, that we have to submit to political appointments instead of appointments for merit.

Mr. POULIOT: Well, Mr. Cleaver did not name Mr. Stitt to-day but he did last year, or this year.

Mr. CLEAVER: No, you are wrong, Mr. Pouliot, again. I did examine Mr. Bland in order to have the evidence on the file to prove that certain appointments which have been made were not merit appointments, were not by way of being promotions from within the service, and that is the only occurrence in which a name has been mentioned by me.

Mr. POULIOT: Now, I will ask you one question, Mr. Cleaver, just one. I will show you a list which has been prepared by Mr. Bland at my request and which shows—I hope that the gentlemen of the Civil Service Commission have not gone away?

The CHAIRMAN: No, they are just outside.

Mr. POULIOT: This return shows each deputy minister, each officer ranking as a deputy minister, each assistant deputy minister, the date of his appointment, his departmental experience and so on. I would like Mr. Cleaver to tell us if he has something to complain about against any one of them on that list. I would like him to read it and tell us.

Mr. HARTIGAN: While Mr. Cleaver is perusing that list I would like to register my opposition to this motion. As Mr. Cleaver spoke I could not help but think that he was voicing the sentiments of the commission more or less; that is, from the standpoint of the public service. But on the other hand, in order to be consistent—I hope I have been consistent and I think I have—he ought to look at this in the calm way that I look at it; not from the feelings of any commission employee, but from the standpoint of the people of Canada.

Mr. CLEAVER: Hear, hear.

Mr. HARTIGAN: That is the standard that we should take. And consistency is a virtue, I know; but sometimes it is hard to be absolutely consistent through a series of meetings, and I contend this and I think the facts will justify it, that when you have promotion within a system that promotion will inevitably end by increasing cost, as we have learned by experience in business. I am not against anybody, as I said a moment ago; I have nobody in the civil service belonging to me; I don't want anyone there, and least of all I never want to be there myself.

Some Hon. MEMBERS: Hear, hear.

Mr. HARTIGAN: Therefore I think I can speak without bias. Now then, we will all admit that the civil servants, a lot of them whom we have seen—quite a number of them, a good part of them—are square pegs in round holes. That must inevitably happen if we go on the merit system—promotion, promotion, promotion—promotion with a little increase in pay after all seems to become the great fetish of the people within the civil service. What about the people of Canada? I will give you an example. We hear all about the civil servants. The employees of the civil service are practically the government of the country. The civil service is practically the government of the country. Look over here

and see where we have the supreme court building going up, a five-million dollar building to house five men. Just imagine that. I do not care how eminent the men are—

Mr. O'NEILL: That is a little too heavy.

Mr. HARTIGAN: That is roughly what that building will cost, \$5,000,000. We will let it go, but it is an outrageous amount.

Mr. TUCKER: It is to keep the records of the court.

Mr. HARTIGAN: That is all right. We have lots of buildings, and less pretentious buildings, which would keep the records. A vault will keep records, as far as that goes.

Mr. TUCKER: But you have got to have a building in which to have a vault.

Mr. HARTIGAN: But it will not begin to cost anything like that, nor need it have such architectural beauty as this building. I will give you another instance. There is our civil service which has been promoted and agreed to and passed on. They talk about the treasury board and they talk about the treasury board representatives on the various committees and of the various departments and all that, and yet we see what is happening here. I could not defend that building. I do not intend to defend that building. If I went back to the country—I do not know whether I shall go back to the electorate again, but even if I did, I would not attempt to defend that building. Take the \$2,000,000 they are going to spend down there for an experimental aeronautics building. That is going to cost something around two or two and a half millions. That is another example. The sooner we get down to brass tacks and realize that Canada is too small a country to have buildings of that nature, the better. We should not burden the taxpayers of this country with that amount of money for superfluous buildings of that nature. Aeronautical developments are taking place in United States, in England and in other parts of the world; and we will get the benefit of those experimentation efforts.

The CHAIRMAN: Mr. Hartigan, if you will permit me one word here, I might say that I believe we are discussing this definite proposal.

Mr. HARTIGAN: All right. What I was going on to say was that taking it all in all to-day, with unemployment so rampant, with so many people in distress, here we have all these new proposals mooted and thought out in our civil service, and we put an extra burden of taxation on our people. Our big trouble with unemployment to-day is that the people are so scared of taxation that they will not invest. That is the crux of the situation and that is the nucleus around which unemployment hinges. It is not stimulation or anything else that is talked about in the house which is wrong. The investor is frightened. He is frightened of taxation. I say that we in Canada not only should not promote inside of the system, but we should be prepared to bring in the ablest brains we have into the civil service—men who have contact with the world, who are business men, who realize what a dollar is. Take the men in the civil service of to-day who are thinking of going on building, expanding buildings and spending the money of the people; they think, apparently, that they have the wealth of Midas behind them in the dominion of Canada. We will never get anywhere unless we bring into the civil service men who are really capable. If they are politicians or have been politicians, what is the difference, as long as they have ability? We are spending enough money in Canada to pay one hundred men and probably save the salaries of fifty thousand of the sixty thousand we have now employed. So I am against that proposal; I have been consistently against it, and I intend to be.

Mr. CLEAVER: Mr. Hartigan, do I understand you to suggest that these few political appointments which have been made were made because of the special merit of these men? I was under the impression that they were made because of political pressure.

Mr. HARTIGAN: Pardon me. You misinterpreted my statement. I said if the men were competent, if they happened to be politicians or anything else, that should make no difference. What I say is that we should have men of ability, men of financial ability, who will pull Canada out or help pull Canada out of the morass into which we are gradually sinking deeper and deeper.

Mr. CLEAVER: I agree with that 100 per cent. I think that the civil service of Canada, or rather appointments to the civil service of Canada should be considered from the point of view of the welfare of the country, and not simply from the point of view of finding a pension berth for some chap who has been in parliament.

Mr. HARTIGAN: And not have promotion at all within the service.

Mr. WERMENLINGER: I understand from Mr. Cleaver's words that a few appointments have been made in the last few years with respect to deputy ministers—at least, I imagine that is what Mr. Cleaver has in mind. It just happens that one deputy minister to-day was my predecessor in my riding. That is all right. But I challenge any member of this committee to refer to that man holding the position just now as not being responsible to the minister, the members or anybody in the party which is now in power in this dominion. But with respect to the words of Mr. Cleaver, and "political," as was taken up a moment ago by Mr. Tomlinson, may I say that political entanglements or alliances are not bad because they happen to have been born in this House of Commons or to have been born in the provincial legislature or the municipal council. Sometimes there are political alliances or political—if I could get the proper word, I should like to do so—entanglements that are born in closed chambers where those who are appointed are not responsible like we are in this House of Commons and may not have to face the general public of Canada as we have to face the general public of Canada.

I have attended a few of the sittings of this committee. I cannot prove this but I will say, from the assumptions that have been made in this committee at different times, that the political influence is sometimes worse among some of the heads of the Civil Service Commission. I do not say that we should, to a certain extent, make wholesale nominations from ex-politicians in positions of that kind; but I think the act should be amended rather in such a way as to have a proper qualified man act as deputy minister of some department. After all is said and done, some of these ex-politicians or ex-members certainly deserve some consideration in face of the nominations that are made in other fields of our social life in Canada, such as in the case of senators or judges or anything like that. Why cannot an ex-member of the House of Commons be as good as a deputy postmaster general or deputy minister of transport and so forth as anybody else within the civil service?

Mr. HOWARD: A good deal better, as a rule.

Mr. WERMENLINGER: I leave it to you.

Mr. TUCKER: There is just one thing that struck me about this whole thing. I have talked with different ministers about trying to administer this country and they say that it is so hard to translate the wishes of the party that is elected to power into action on the part of the civil service, especially if it is something new or something rather novel, because there is a sort of passive resistance on the part of the service. I was just thinking. Mr. MacInnis is in front of me and I was thinking of this situation: Suppose by some chance—which we do not consider likely but which they may look forward to—their party came to power and they found absolute resistance on the part of the deputy ministers to carrying out their policy. The deputy minister is the permanent head of the department concerned and the minister himself has to operate through the deputy minister. We will suppose there was nothing the minister could put his hands on, but he was getting passive resistance and no co-operation. What would

he have to do? He would have to have that deputy minister removed. If you were tied down to promotions within the service, then the next man would be promoted and he would probably be no better; and then the next man might be no better. In other words, if the minister finds that the deputy minister is not co-operating to put into force the wishes of the house of commons as expressed through him, he is surely entitled—if we are going to have efficient administration in accordance with the will of the people—to have that deputy minister removed as the permanent head of the department, and to have the right to recommend somebody who will loyally co-operate in carrying out the wish of the government of the day. This thing would bind your hands so you could not do that.

Mr. WERMENLINGER: It may happen that the deputy minister will not receive any consideration whatsoever from the minister. I could cite cases.

Mr. MULOCK: Mr. Chairman, I want to say that in great part I agree with Mr. Tucker in his statement. Just consider this. Under No. 1 proposal, if the prime minister of this country, after consulting with the leader of the opposition, decided that things were in a bad state in the civil service, he could not, no matter what the necessity might be, make a change without an act of parliament or without this thing being withdrawn and repealed. This is the state that this resolution, if it were adopted, would put this country in. Talk about creating bureaucracies! As far as I am concerned, I am opposed to the expansion of taking the powers away from the elected representatives of the people who are sent here to represent the people of Canada. If they are not satisfied with us, they will get rid of us; they will get rid of those with whom they are not satisfied and put some others in. But this system of covering up and covering up and passing the buck is something of which I do not approve. I think the members of the government have to assume their responsibility to the people they represent and to the people of this country, and I am opposed to this suggestion. It absolutely ties the hands of the government. Even if the opposition were in favour of a change being made, if this were put in the form of law, it could not be done.

Some Hon. MEMBERS: Question.

Mr. MACINNIS: I have never heard a more fallacious argument than has been made by the last two speakers on this motion.

Mr. TUCKER: If you had tried to administer the affairs of this country, you would realize the truth of it.

Mr. MACINNIS: It is the most fallacious argument that has ever been made during my time here.

Mr. TOMLINSON: You have been for quite a long time a politician.

Mr. MACINNIS: Thank you; and I hope a good one. The word does not frighten me as it frightens some people, because as far as I am concerned there is nothing sinister attached to it.

Mr. TOMLINSON: We will judge as to that.

Mr. MACINNIS: But I have been for a long time—not a long time but a number of years—in parliament; and I watched the administration of affairs for many years before that. But I have never yet heard of a minister removing his deputy minister because that deputy minister would not promote the policies that he and his government were trying to give effect to.

Mr. WERMENLINGER: He might ignore them.

Mr. MACINNIS: What would happen if that was the case? The proposals that are being made do not meet the situation at all. My friend Mr. Mulock says that when the people are tired of us they will remove us; but that is exactly what they cannot do under the present circumstances. The people removed the predecessor of my friend from Verdun, but did the people of Canada

get rid of him? The people removed the predecessor of the member for New Westminster, but did the people of Canada get rid of him? The people of Canada rejected the man who ran in opposition to the member for Vancouver South, but did the people of Canada get rid of him? No. These are the very people that the people of Canada are forever burdened with under the present system; and that is why I support the motion put forward by my friend here and supported by the member for Marquette. Then my friend over here, Mr. Hartigan, says that through the merit system we would be likely to put square pegs in round holes and under the patronage system we are not likely to do that at all. Let my friend look over the appointments made by the past government when it was leaving office. Will he say that none of those were square pegs in round holes? Most of them, or at least some of them, were bent pegs that would not fit in any sort of hole. There is no possible way to administer the affairs of this country to-day except by a trained staff; and you can only get that trained staff by experience in the service.

The CHAIRMAN: You would be a good deputy minister.

Mr. MACINNIS: I would agree with that; but I am not taking it into consideration for the moment.

Mr. TOMLINSON: For the moment.

Mr. GLEN: Carried.

Mr. MACINNIS: The policy this government has so far adopted in these appointments to its foreign service seems to me to be a policy which is very commendable, because they have appointed people from the service and promoted those people—the same thing as is done in the British service.

Mr. TUCKER: Not altogether.

Mr. TOMLINSON: No.

Mr. MACINNIS: It is done on occasion.

Mr. TUCKER: They appoint special ambassadors from the leading public men right along, and in the United States too. There is an appointment in the paper this morning.

Mr. TOMLINSON: Sure they do.

Mr. MACINNIS: These are members of the aristocracy who have been trained from childhood for those positions.

Mr. TUCKER: Being a member of the aristocracy does not train you for them.

Mr. MACINNIS: He is trained for it.

Mr. TUCKER: He is not in the service, as you are saying.

Mr. MACINNIS: Oh, yes.

Mr. TUCKER: No.

Mr. MACINNIS: Appointments as ambassador are not made through the civil service but they are very carefully made.

Mr. HARTIGAN: Ambassador in the royal service is not in the same category as the civil service in Canada.

Mr. MACINNIS: But the other officials are carefully selected and have to pass most rigid examinations before their appointments. Every reasonable person will agree that is the only way in which you can get capable people. Take my friend over there from Kamloops who, in his position, is a locomotive engineer. You cannot pick up a man and just put him on an engine and say, "You run this engine." He has to know his business and he has to be trained in that business for a great many years. It is the same way in the civil service. According to the patronage system, you can take any person from any place and put him in here at the head of a department and you expect to get service and get something done.

Mr. TOMLINSON: The government is responsible to the people.

Mr. MACINNIS: No.

Mr. TOMLINSON: Certainly it is.

Mr. MACINNIS: The government do those things after the responsibility is over, really when the people have rejected them as the government of the country.

Mr. TUCKER: The new government can replace them, if it so wishes.

Mr. MACINNIS: The new government will not.

Mr. TUCKER: If it does not, that is its responsibility.

Mr. MACINNIS: But the government is equally responsible under a merit system; and it is the only system to-day by which you can get a trained personnel in the service.

Mr. TOMLINSON: Oh, no.

Mr. MACINNIS: Take the appointment of the chairman of the Civil Service Commission. He was appointed from the service, and is one of the best appointments that the Bennett government ever made. I am not finding any fault with any of the other members of the Civil Service Commission. I do not know Mr. Potvin. I know Mr. Stitt, who is quite a nice fellow and possibly quite a capable commissioner. But when Mr. Bland came in on that commission, Mr. Bland knew this service from top to bottom. He knew everything about it. He was recommended or commended by the civil service committee at that time.

Mr. TOMLINSON: Who appointed him?

Mr. MACINNIS: He was appointed by the Bennett government.

Mr. TOMLINSON: Appointed by the government.

Mr. MACINNIS: From the service.

Mr. TOMLINSON: But the government took the responsibility.

Mr. MACINNIS: The government took the responsibility. What Mr. Cleaver is suggesting is that if one of the other commissioners resigned or any of the commissioners, the appointment should be made of a capable person from the service who understood the matters to be dealt with.

Mr. TOMLINSON: The government would have nothing to do with the appointment.

Mr. MACINNIS: The government would.

Mr. TOMLINSON: No.

Mr. MACINNIS: Wait a minute. This is pure nonsense. Here we have a service of some sixty thousand people—

Mr. TOMLINSON: What I say is this—

The CHAIRMAN: Order, please. Let Mr. MacInnis finish.

Mr. MACINNIS: If his government makes an appointment in the service where he has nothing to say about it, it has got the choice of a large range of people who have proved their abilities and capabilities in positions already. They would be persons who had proved themselves.

Mr. TUCKER: If it has so wide a range and can appoint anybody in that field, why restrict it to that particular bunch?

Mr. MACINNIS: Because of the pressure of needy politicians.

Mr. TUCKER: Will there not be pressure and intrigue within the service?

Mr. MACINNIS: Not within the service, because these people are already appointed.

Mr. TUCKER: But they would like to be promoted to the position of head of the department.

Mr. MACINNIS: It may not necessarily be promotion, except in a certain sense.

Mr. TUCKER: Go over the whole service of sixty thousand people and pick out anyone of that bunch. Is there not going to be pressure for one man to get a job?

Mr. MACINNIS: No.

Mr. TUCKER: That is why they do not promote judges from the lower courts to the higher courts,—because they are afraid of that very thing.

Mr. MACINNIS: Judges are promoted.

Mr. TUCKER: No; that is what they are afraid of.

Mr. MULOCK: From the county court to the supreme court?

Mr. MACINNIS: Judges are promoted.

Mr. MULOCK: From the county court to the supreme court?

Mr. MACINNIS: I do not know as to that.

Mr. TOMLINSON: You do not know what you are talking about.

The CHAIRMAN: Order.

Mr. MACINNIS: I insist that Mr. Tomlinson withdraw that.

The CHAIRMAN: Yes.

Mr. MACINNIS: We have got to have some decorum in this committee, and I insist that the member withdraw the statement that he has made.

The CHAIRMAN: Mr. Tomlinson, you should withdraw that remark.

Mr. TOMLINSON: Very well; I will say that he is wrong.

Mr. MACINNIS: Of course I have the democratic right to be wrong. I think that Mr. Cleaver and Mr. Glen should be commended for bringing this matter before this committee.

The CHAIRMAN: Mr. Howard wishes to say a word.

Mr. HOWARD: I was not going to talk on the point, because I think we should put the question and vote on it. But I just want to correct one little impression that Mr. MacInnis left with the committee. Whether you make appointments on the merit system or whether you make political appointments does not make one particle of difference, as long as you put the right man in the job.

Mr. MULOCK: Certainly.

Mr. HOWARD: For instance, I will say this to Mr. MacInnis: When I came into this parliament fifteen years ago, I came here with a little of the opinion that he possibly has to-day. But I have changed my mind on one subject—and that covers the whole range, I think—and that is the appointment of our judges. I believe from experience that there is no country in the world which has as fine a judiciary as the Dominion of Canada.

Some Hon. MEMBERS: Hear, hear.

Mr. HOWARD: I want to say further that practically all of these are former politicians. If I had to choose between two men, eminent lawyers, one of whom had been in politics and one of whom had not been in politics, I would choose the man who had been in politics.

Some Hon. MEMBERS: Hear, hear.

Mr. HOWARD: Because he has had contact with the problems that Mr. MacInnis has met, because he knows the other fellow's viewpoint and because his experience in politics eminently fits him to give an unbiased, fair-minded decision on the questions that are before him. Therefore, I say, "Why argue on this question?" The whole thing is to have the right man in the right job. For that reason, I say, "Let us put the question." Personally, I oppose Mr. Cleaver's motion.

Mr. GLEN: There have been several things discussed this morning which I think ought to be spoken to. So far as judges are concerned and so far as

the administration of the Civil Service Commission is concerned, they are two entirely different things. The man who comes to the position of judge comes with experience in his own particular job. The man whom we want in the commission is a man who is not imported from outside into a position which he knows nothing about, except from the outside.

Mr. HARTIGAN: Oh, no.

Mr. GLEN: What I submit is that a man from within the service should be promoted to the higher positions. I do not often disagree with my friend Mr. Tucker, but I am going to disagree most emphatically with what he said with regard to what would happen if Mr. MacInnis' party were to assume the reigns of power, that they might find that the officials would not carry out the policies of the party to which he belonged. It happens that I was just reading, two or three weeks ago, the autobiography of Lord Snowden, who was a member of the labour government, and who brought into the realm of politics totally different ideas from those that had hitherto obtained. Yet in his autobiography he says that the officials of the department acted 100 per cent and carried out the policy as they enunciated it and worked exactly as men in the positions they occupied should.

There has been mention made of particular individuals. I happen to know Mr. Smith who was appointed as Deputy Minister of Transport. I knew him as a member of the house of commons. I have known him personally and I have known him now in his position as deputy minister; and I am going to put this to the hon. gentlemen here, that no man in the service is acting more in accord with the policy of his department and his minister than is Mr. Smith. He realizes that as do all departmental men; their own prestige is involved. They are there on the job and they have to carry that job out in accordance with the policy of the department; otherwise, they would be removed. For that reason I say that the strength of the British to-day is not in the particular governments that have been in power, but simply lies in the calibre of the personnel of the administrators within the civil service and the officials; because in season and out of season, these men are there for the carrying out of the policy of the government of the day. Their politics are put aside, and they are just doing the job as it should be done. We in Canada are in this position, that we are importing men into the service. They have qualifications either as politicians, business men or financial men; but nevertheless the esprit de corps of the civil service is being departed from. There is a field there within the service that we have not touched yet in this committee and which we may deal with later on, namely, the question of the administrative part. But I do say that if we ever want to get a civil service that will command not only the respect of the government of the day but the confidence of the people, then we must follow the principle that is involved in the motion made by Mr. Cleaver. For that reason, I am supporting it.

Mr. JEAN: Mr. Chairman, I am against Mr. Cleaver's proposal for this reason. What are we complaining of to-day? When the state has more to do, there is an increase in the volume of the affairs of the state. We are complaining of constant bureaucracy in the civil service, who owe everything to the state. We are complaining of the Civil Service Commission because it constitutes a bureaucracy against which we fought hundreds of years ago. We are still giving more power to the Civil Service Commission. I think we are forgetting all the history of this country, and we are absolutely going against democratic institutions if we take from the state the authority which it should have. I do not think we should give more power to the Civil Service Commission. That is the complaint throughout the country to-day, that they have more power and that they constitute a bureaucracy which influences all the

affairs of state, influences everything in this country to-day. Those people owe everything to the state. Let the state have the authority and then I think it would be proper to administer it.

Some Hon. MEMBERS: Question.

Mr. TUCKER: Just one thing there. Mr. MacInnis said that they have judges within the service. This motion says that it will be compulsory for all appointments of this kind to be made by way of promotion from within the service. That has a certain definite meaning. There is another point in this which I think is being missed, and I say it with particular reference to what Mr. Glen said, and I am sure that on further reflection he will agree with me: There is a difference between the head of the army and the soldiers and officers who make it up. Now, the deputy minister is the head of the department. If you decide to change your plan of campaign in a war you do not change your officers and soldiers, but you certainly make sure that the general in charge of that army agrees with the policy of the general staff.

Mr. MULOCK: Absolutely.

Mr. TUCKER: That he believes they should move in the general direction the general staff wants them to move; and if he does not believe in that one hundred per cent, is not prepared to co-operate one hundred per cent, they should be able to change him. He is the one at the head, and the other people are carrying out his orders.

Mr. POULIOT: Mr. O'Neill has something to say.

Mr. O'NEILL: While Mr. MacInnis was speaking he referred to the railroad game and to the locomotive engineer. I will agree that you cannot go along here on the streets and pick up a man and put him on to run a locomotive, but you will do infinitely more harm to the railways service by appointing somebody in charge of engineers who does not know anything about it than you will by putting a "bum" engineer on one engine. That is what we are trying to do here. We are trying to put somebody in charge of the engineers who has no knowledge of an engine, you expect him to tell the engineers how they are to run their engines and if you do that you are going to make poor engineers out of the whole gang. On the other hand, if you put a bad engineer on an engine you have only one bad engineer in the gang. If you put a man in charge others have to take instructions from him, and if he does not know anything about the service he is going to be like the "bum engineer." Now, we have all heard this motion; it seems to me that the Civil Service Commission should be the organization to administer the civil service, not to tell the government what is going to be done.

An Hon. MEMBER: That is right.

Mr. O'NEILL: I would be in agreement with this if you would limit the compulsory feature of it to appointment to the position of civil service commissioner, that they should be promoted from the ranks; but when you start in and you appoint men to take charge of the Civil Service Commission, and these men are all political appointments—and they are now all political appointees with the exception of Mr. Bland, the others are political appointments—I think I would go that far with you; but to make it apply so generally as is suggested, to all deputy ministers and assistant deputy ministers, I do not think that is right. I am not in agreement with that; but if you would make that applicable to civil service commissioners—and so far as I am personally concerned if you would start in right away to make this thing right, you would pension off these two commissioners, and I think the country would be further ahead by doing it; take and pension these fellows off, and have them replaced by appointments from the ranks of the service.

Mr. HARTIGAN: You would have the same influence.

Mr. O'NEILL: No, you would not; I cannot agree with you there. But I am not in agreement and I will not support this when it says deputy ministers, because you are in just exactly the same position as you are in the Post Office Department where you have a man who is on one of these rural routes in the Post Office Department and they bid them in at a price at which they cannot possibly deliver the mail, and now they want us to make them permanent appointees and raise the price up to a living wage. I am quite prepared to do that, that the rates of pay should be raised to a living wage, but you should open up all these rural routes again and let them be appointed by examination to see whether or not they are qualified for the job, and then give them an improved price.

Mr. POULIOT: I have just shown this tabulation to Mr. Cleaver. It shows in the first place the departments, and then the deputy minister, the officers with rank of a deputy minister, assistant deputy ministers, date of present appointment, departmental experience as shown by the Civil Service Commission records. On that list there are 22 of these officials who have been appointed to their present positions without apparently any departmental experience as shown by the Civil Service Commission records, which means that these people may have had some personal experience about the technical matters of the department they are in now, but they were not under the Civil Service Commission. There are 22 of them. The others have been in the service. And I wonder if it would be the wish of the members of the committee to have this published as an appendix to the report of our proceedings today?

Some Hon. MEMBERS: Agreed.

(Appendix (1): List of officers holding appointment as deputy ministers, etc.)

Mr. TOMLINSON: Yes?

Mr. POULIOT: I have here another list which will surprise you a great deal, Mr. Cleaver, Mr. Glen, and even you, Mr. MacInnis—you, Mr. MacInnis, would be a very good deputy minister just because you are a member of parliament. That would be your first qualification for such a position. The first qualification of a deputy minister, the deputy head of a department, is knowledge of people; and no one knows the people better than a member of parliament faithful to his duties, receiving electors, listening to their complaints and keeping them satisfied. In the first place, to be the head of a department, a man must have personal knowledge of people; ability to size them up, to judge them, to see if they are fit or not for the positions they occupy. The second qualification is not a university degree; the second qualification is loyalty to the minister, whoever he is.

Some Hon. MEMBERS: Hear, hear.

Mr. POULIOT: And whenever a man who has been in politics takes an oath of office in the civil service he becomes a new man without any political affiliations whatever, if he is worthy of the trust that is given to him.

Mr. TOMLINSON: That is right.

Mr. POULIOT: The third qualification of a deputy minister, the deputy head of a department, is common sense; there again, I think that is a qualification which is developed better in politics than anywhere else. A member learns to be very subtle to meet the requests of his electors when he cannot grant them.

Mr. CLEAVER: What are your several headings?

Mr. POULIOT: The first is knowledge of people; and the second is loyalty to the minister, and the third is common sense. There is something else also that counts; that is experience with the department in which they are engaged with the civil service. I can give you two outstanding examples of what I mean in that respect; the first is Mr. J. B. Hunter who is now deputy minister of the

Department of Public Works, and the other is Mr. David Sim, who was a private secretary to a Liberal minister, the Minister of Customs, the Hon. Mr. Euler, and then also to the Hon. Mr. Ryckman. He was loyal to both.

Mr. CLEAVER: Are they civil servants? Do you list them as experienced people in the civil service?

Mr. POULIOT: There were objections to his appointment, as you will remember. The Professional Institute of the Civil Service protested very strongly against the appointment of private secretaries to the service.

Mr. CLEAVER: I would say that Mr. Sim is one of our best civil servants; and I would say his was a promotion within the service.

Mr. POULIOT: So was Mr. Hunter; probably due to the character of Mr. Hunter.

Mr. CLEAVER: Yes, I agree; and I would say that his case was a promotion from within the service.

Mr. POULIOT: He had no departmental experience.

Mr. CLEAVER: I do not say departmental experience here; I say promotion within the service.

Mr. SPENCE: It was a political appointment to start, then he made good himself, of course.

Mr. POULIOT: Surely. I am not going to discuss it, I merely referred to those as typical cases.

Now, I have another list here which completes the first one, which with the permission of the committee I would like to file and have appear as appendix (2) to the report of the proceedings today.

(Appendix (2), statement of deputy ministers, etc. showing examination records.)

This also was supplied by Mr. Bland at my request and it shows, first the department; then the names of the deputy ministers and officers of the rank of deputy minister, and assistant deputy ministers; then the date of birth and finally the examination record. It is most important because in the service a man who has been appointed in the service if he is to come under the Civil Service Commission must pass an examination; and moreover, if he is going to get a promotion under the law he must get it through a competitive examination. And he will remember that Mr. Bland said the other day with regard to the higher officials there have been examinations take place with regard to promotion. Members of the committee will probably be interested and not a little surprised to know that according to this list of deputy ministers 21 of them did not pass any examination whatsoever.

Mr. CLEAVER: How many of them are appointments from within the service?

Mr. POULIOT: Just a minute, Mr. Cleaver; I have listened very patiently to you, please listen to me. I am giving accurate information—I presume it is accurate, I got it from Mr. Bland. The committee did not ask me to get that information. I got it for the committee, and I hope the committee will peruse it in due time.

Mr. CLEAVER: I wonder though, notwithstanding all the heat, would you be good enough to answer that question? How many of these deputy ministers were previously civil servants before they were promoted?

Mr. POULIOT: It is on the list.

Mr. CLEAVER: I suggest to you it would be more than two.

Mr. POULIOT: I said that 22 were appointed to their present positions without being in the service whatsoever, including Mr. Hunter and Mr. Sim; and the other 32 were in the service before.

Mr. CLEAVER: I would like to interject right here, Mr. Chairman, and I think I am quite within my rights in doing so; in stating that Mr. Sim was a civil servant before he was appointed to the position he now holds.

Mr. TOMLINSON: No, he was a private secretary.

Mr. CLEAVER: He was a civil servant.

Mr. TOMLINSON: No.

Mr. CLEAVER: It is referred to in the Act.

Mr. POULIOT: If you will listen to me I might answer that question. I will have to recapitulate what I have said. It will take just a moment. Out of the 25 deputy ministers 21 never passed an examination. Out of 17 assistant deputy ministers, 10 never passed any examination. Out of 11 ranking as deputy ministers, 8 never passed an examination. Therefore, out of 54 there were only 14 that passed any examination.

The CHAIRMAN: When did they pass examinations?

Mr. POULIOT: I am coming to that.

Mr. CLEAVER: Was there anything in my motion about how they entered the service? So far as my motion is concerned it does not matter how they entered the service so long as they are in the service the principle of promotion can be applied.

Mr. POULIOT: Will you please wait a second. Gentlemen, is it the pleasure of the committee to have the list that I have just mentioned put in as appendix (2)?

Some Hon. MEMBERS: Agreed.

Mr. POULIOT: Now, gentlemen, it is most interesting to see this, and a comparison may be made by members of the committee later on between the age of the individual and the number of years during which these officials have been in the service since taking an examination. Some of the questions I have in mind are these: What is the average number of years during which each one of the officials here enlisted did not pass any examination; what was the date of their last examination—I think you will find this very interesting: I have here a list showing date on which the last examination was taken by the individual and the number of years it has been since that examination was taken. Take the case of Mr. O'Meara, he took his last examination in 1923, which is 16 years ago. Then, take the case of Mr. Nauman, of the Department of National Revenue, he passed his last examination in 1921, 18 years ago. Mr. Potvin and Mr. Stitt of the Civil Service Commission last took examinations in 1919, 20 years ago. They have not passed any examinations since. Mr. Gauthier passed his last examination in 1917, which is 22 years ago. Mr. Ronson, of the Treasury board, passed his last examination in 1910, 29 years ago. Mr. Bland of the Civil Service Commission passed his last examination in 1909, a matter of 30 years ago; he was born in 1886 so that at that time he was 23 years of age, and since then he has had promotions without passing any examination. Mr. Coolican of the Post Office Department was born in 1879; he passed his last examination 32 years ago. Mr. Jackson of the Department of National Revenue passed his last examination in 1901, 38 years ago. Mr. Blount of the Senate—he is retired now but he was in office when this list was made—passed the last examination in 1897, just 42 years ago. Mr. Found, who is now deputy minister of Fisheries, passed his last examination when the late Sir Wilfrid Laurier came into power in 1896, or 43 years ago. Mr. Lothrop and Mr. Lemaire of the Staff of the Privy Council passed their last examinations in 1893, 46 years ago. And Mr. Patenaude, of the Printing Bureau, is the dean of them all; he passed his last examination in 1891, a mere matter of 48 years ago. Since then he has had quite a number of promotions, as will be seen from appendix (1). I invite the members to check this list for themselves and see just how many of these high officials reached their present

positions without having to pass any examinations; that being the case as is shown by this material what is the use of urging examinations as a means of determining promotion when we have these people—as Mr. Cleaver said with nothing said against any one of them—and they never passed any examination, except a long time ago, and then there were only 14 of them who did pass such examination. That is a very strong argument to show that all governments since then have been very careful in selecting men for these positions in the first place, and promotions were then probably given on account of good work without interference from the Civil Service Commission. There is one other remark I wish to make and that is that of these 14 people 8 have been appointed by the Civil Service Commission without any examination. You remember, sir, the case of Mr. Ronson; Mr. Ronson was a very able official in the Department of Finance, and I wonder why his name has not been put in the estimates. There was a letter from the deputy minister of Finance with a recommendation to the minister that the man who was to fill that position was the particular one who ought to get Mr. Ronson's position. I find it shameful that his name should have been put in the estimates, and I do not want that to be considered as any reflection upon Mr. Ronson, because I have the highest regard for him.

Mr. McNIVEN: What do you mean by examination, written or oral?

Mr. POULIOT: Many of these men did not pass any examinations at all, and for a number of years the others did not pass any examination. The average for these fourteen is $32\frac{1}{7}$ years during which they were not required to pass any examination whatever, Mr. McNiven. That goes to show that anyone can enter the service without passing any examination at all, and afterwards these promotions come to them without their having to pass any examination.

Mr. McNIVEN: They are probably recommended by their superior officer.

Mr. POULIOT: Possibly so, I do not know the details, I give the information I have. Now, gentlemen, there is another thing I desire to table, if it is the pleasure of the committee, it is this: Out of 37 members of the public service who rank as deputy minister, 24 have been appointed by the last government; and this is return No. 193 of April 21st, 1936. They are all mentioned on that by name. I wonder if it would be the pleasure of the committee to have it published as appendix (3)?

(Appendix (3), Parliamentary return No. 193 of April 21, 1936.)

Now there is another return, No. 195, reference 85, of April 22nd, 1936; showing the department, the ranges of salary, and who decided upon the merits of appointees. There is no information with regard to six. I find it very bold of the Civil Service Commission officials to say that they have no information about these appointments; I find it very bold, and they should be censured very severely. No information on six of them. By the government, 35; by the Civil Service Commission, 8; and the total was 49. That will be appendix (4).

(Appendix (4), Sessional paper No. 195, reference 85, April 22, 1936.)

Mr. O'NEILL: Mr. Pouliot, would you mind if I asked you a question there, I did not just get that?

Mr. POULIOT: Yes?

Mr. O'NEILL: Did you say that the Civil Service Commission had no information regarding who made the recommendation for these appointments?

Mr. POULIOT: The department wrote that they had no information about the appointments, the way these men were appointed. That is not the kind of an answer which we as members of parliament should be required to expect.

Now, I have just another one, and it relates to a question that was put, whether it is the custom for the Prime Minister to consult with the Leader of the Opposition before appointing a deputy minister, or appointing a public

servant with the rank of deputy minister; that is reference No. 84, of April 21st, 1936, sessional paper 193. The answer was in the negative, and it was answered by the office of the Prime Minister.

Well, gentlemen, I bring these facts to you to show that in the service naturally there are some very good spots, and I am the first to admit it; and I will not say that all the appointments made by the government are good. I am far from saying that; but on the average they are just as sound and very much better than made by the Civil Service Commission. I will not argue that point. I am a believer in the merit system for the civil service, but I would like to have a merit system that would be pure, and entirely free from any office politics, and we have not got it now. And therefore, sir, I put this for the information and perusal of members of the committee and members of the House of Commons.

Mr. CLEAVER: Mr. Chairman, I presume as mover of the motion I may have the privilege of answering some of these arguments which have been raised against it.

The CHAIRMAN: Mr. Cleaver is the last speaker to this motion.

Mr. CLEAVER: Now, I want to say in the first place that I am not trying to impose my views, or unnecessarily to urge my views on other members of the committee. I quite freely grant to any other member of the committee that he has a right to his own views, and I think perhaps I have a right to mine, and motives should not be imputed. Someone would suggest that I am sponsoring the commission. I want it distinctly understood that I am only advancing my own views. I am not sponsoring anyone else's views at all. In regard to Mr. Tucker's suggestion, I believe he used the words "passive resistance" on the part of the deputies. Now, let us just analyse that and get to the bottom of it. I can readily understand that that might occur; but I say that if you have political appointments as deputy ministers, those deputy ministers will be in power under perhaps two or three different administrations; perhaps a Liberal government, then a Conservative government and then something else. Now, are you going to have better co-operation from a man who is a Liberal appointee when acting for a Conservative administration, or would you have better co-operation if the appointee were an independent man in the first place.

Mr. TUCKER: In a case such as that he should be dismissed and replaced by someone in the department.

Mr. CALDER: We will take one thing at a time, if we may. I am answering first this charge of lack of co-operation. Now, if I read the record aright, if I read my history of the merit system in the old country, there the civil service is built up on the basis of the merit system; it is put on the basis that they do not appoint political appointees. And just by way of illustration, when the Ramsay Macdonald administration came into office I believe, I have been given to understand that at that time the civil service gave wonderful co-operation to that administration in the carrying out of their views, which were entirely different from the views of the previous government.

Mr. TUCKER: Do you know why? They would dismiss anyone who did not co-operate.

Mr. CLEAVER: That is true. My point is this, aren't you going to get more effective co-operation through a deputy minister when his appointment is not political than you would expect out of one who was a political appointee? And now, so much for that; coming to the other side of the argument, Mr. Tucker says that they can be dismissed. Well, if we are going to adopt the plan that the deputy ministers should be political appointees does it not therefore necessarily follow that all your list of deputy ministers will go out of office with the government?

Mr. TUCKER: Not necessarily.

Mr. CLEAVER: How are you going to have any continuity? Let me just give you one illustration that I know something about. Take your municipal appointments. I do not know of any more important position in the municipal field than the position of clerk and treasurer of a small municipality. Now, that is in no way a political appointment. He holds office under dozens of administrations, and he makes a very important contribution to the municipal government.

Mr. MULOCK: He is appointed by the elected representative.

Mr. CLEAVER: On account of his continuity of office.

Mr. TUCKER: If he was not co-operating with the new administration they would have the right to fire him and promptly appoint his assistant. He would be there just so long as he co-operated.

Mr. CLEAVER: And now, I am coming to my second point. The resolution was perhaps badly drafted; certainly from the discussion it has been very much misunderstood. It was not my intention to tie the hands of the government to say that the next man in line must be appointed. My resolution reads that it should be someone chosen from the service. I used the words, promotion from within the service. You can change that to chosen, if you wish.

Mr. O'NEIL: That is all regardless of whether or not they have the qualifications for the position.

Mr. TUCKER: It might not find the best man for the job.

Mr. CLEAVER: If my resolution infers that, and I gather from the discussion which has taken place that it must, and after listening to your remarks, Mr. O'Neil, I would like to move an amendment, or ask that my motion be amended in this regard to clear that point up; because it was not my intention that the government of the day would be bound to take the next man in line, the assistant to the deputy. .

Mr. TOMLINSON: Are there no good men in the service otherwise?

Mr. CLEAVER: It was my intention that the government of the day should take someone from the service, someone already there.

Mr. HARTIGAN: There is a limitation there, you have limited it to taking on those who are in the service, and that is the trouble with it.

Mr. CLEAVER: I will move an amendment, just to clear up the point Mr. O'Neil raised. I think, Mr. Hartigan, that my resolution as drafted does not convey the meaning that I intended it should convey. Therefore, with the consent of the committee, I will move an amendment, "shall be from within the service and shall be made by the Governor in Council"; that is, the government of the day will make the appointment.

Mr. TOMLINSON: That is a good amendment.

Mr. CLEAVER: But that they would take them from within the service. I will come to that point, if I may, next; as to why I think men should be appointed from within the service. As the result of the studies of the reports of this committee, and I may say that I have spent a very great deal of time going through them in detail, I believe that as to the higher administrative positions in the service especially that the service should be considered as a profession just the same as we consider medicine, law, and other professions. I think we should take in men fresh from educational institutions into the service. They should be especially trained, and they should receive their training from within the service and eventually become professional civil servants just as we have other professional men. The board of governors of a hospital appointing a surgeon in chief would not take a friend of some one who had no medical experience.

Mr. TOMLINSON: That is no comparison at all, that is ridiculous.

Mr. CLEAVER: You say that is ridiculous for use as a comparison?

Mr. TOMLINSON: Yes, I do.

Mr. CLEAVER: I don't agree. I think if you are going to raise the service to the highest possible point you are going to do it in that way. I may be entirely wrong. I am simply advancing my views for what they are worth. Now, we haven't very much to go on in that regard. We have the British service, and after hearing Sir Francis Floud I believe the British service is better than ours. There the service is appointed by the highest authority, the Civil Service Act, and the workings of the Civil Service Commission.

Mr. HARTIGAN: Mr. Bland would not back you up on that.

Mr. CLEAVER: I do not understand your interjection, would you mind making it again.

Mr. HARTIGAN: We have an example of the British civil service in the administration of the affairs in Newfoundland and they are going from bad to worse.

Mr. CLEAVER: I am sorry, Dr. Hartigan, but you are nearer to Newfoundland than I am. I do not know a thing about that.

Mr. HARTIGAN: Did you read Sir Francis Floud's statement over again after it was made?

Mr. CLEAVER: I read it perhaps a half a dozen times very carefully.

Mr. HARTIGAN: Well, it was not hide-bound. I did not get that impression out of it.

Mr. CLEAVER: Now, some remark has been made in regard to our judges, and the statement has been made that promotions do not take place in regard to them.

Mr. TUCKER: That is not the rule.

Mr. TOMLINSON: It is not compulsory.

Mr. CLEAVER: Is that the reason, or is it because we have certain types of professional practitioners who are better adapted to county court work, and certain other types who are better adapted to supreme court work?

Mr. TUCKER: We have district court judges who are better than our judges in the courts of appeal for work of that kind, and they have proved they are. They had to keep the judges out of politics, that is why we won't promote from one division to another.

Mr. CLEAVER: On the Supreme Court of Canada there are at this moment two promotions from my own province.

Mr. HARTIGAN: Do you think Canada does not want men trained in business to take part in state administration? How are you going to get men in the civil service who know anything about business?

Mr. CLEAVER: If you don't mind, I don't want to interrupt my train of thought. Mr. Justice Kerr who is sitting in the Supreme Court of Canada to-day is a promotion from the Supreme Court of Ontario. Mr. Justice Davis sitting on the Supreme Court of Canada to-day is a promotion from the Supreme Court of Ontario. Now, someone mentioned Mr. Justice Duff as a promotion.

Mr. TOMLINSON: Let us not be forced. You are trying to force us here.

Mr. CLEAVER: I am saying that it does happen.

The CHAIRMAN: Order, gentlemen, let Mr. Cleaver continue with his remarks.

Mr. CLEAVER: When I look around our services and I say that every judge that is appointed to a judgeship has a previous legal background.

Mr. GLEN: Experience at his job.

Mr. CLEAVER: Certainly; and I say that the civil service appointee should have a similar background. There is another thing I think should be remembered and it is this; public opinion cannot be disregarded. Now, I know there are two large groups of people in this country, the one believes that the American system is the best—to the victor belongs the spoils; the other group of people in Canada believes in the merit system.

Mr. TOMLINSON: They have a pretty fair civil service in the United States.

Mr. CLEAVER: I say, Mr. Tomlinson, you have a right to your views; I have a right to advance mine; mine may be wrong, but I am trying to advance them honestly.

Mr. TOMLINSON: Go ahead.

Mr. CLEAVER: I believe that the merit system is the better. I believe that in the merit system you will have injustices occur.

Mr. TOMLINSON: Sure, in any system.

Mr. CLEAVER: I am vain enough to say that as far as a caretaker is concerned in the town of Burlington where I live perhaps I can pick a better caretaker for the Burlington post office than can the Civil Service Commission.

Mr. SPENCE: You bet you could.

Mr. CLEAVER: But public opinion is very important and must not be disregarded, and I do not think the appointment of a caretaker in the town of Burlington in the post office there is of sufficient importance that we should undermine public respect and public confidence in our civil service system and that the appointment should be reserved to Hughes Cleaver to make even though he could make one a little bit better. Some of you may say that is not a sound argument; but that again is the way it appears to me. And now, in regard to what Mr. Pouliot said as to his list which he has filed: He has entirely misunderstood my resolution. There is nothing in my resolution as to examination, and I do not think there is anything in it to suggest examinations. And if he believes that the wording of my resolution would preclude the promotion of men like David Sim, and other men who have come in as private secretaries—

Mr. MULOCK: By appointment.

Mr. CLEAVER: —by appointment, and again promotion to higher positions in our service, then I say that he has entirely misunderstood my resolution.

Mr. HARTIGAN: That is precisely what it means.

Mr. CLEAVER: There is nothing in my resolution about the way in which a man enters the service. I say, no matter how he got into the service he should have a chance for promotion, notwithstanding the method or manner of his initial appointment.

Mr. TUCKER: You give away your whole case there. A private secretary may be taken in straight from the country for a period of five years and then they have a preference with respect to appointment to the civil service, and you are going to make them available for appointments of this kind. You might just as well make a member available for appointment while you are at it.

Mr. CLEAVER: I say they are in the service, and I say they come within the purview of my resolution as made; certainly, as I am now asking that it should be changed.

Mr. TUCKER: That nullifies on your argument for promotions to higher positions within the service. You bring these private secretaries in from the country, they are there five years or so, and then you make them available for appointment. Why bar members of parliament?

Mr. TOMLINSON: According to his argument members of parliament are not capable of anything.

Mr. CLEAVER: No, Mr. Tomlinson, that is a very unfair statement.

Mr. TOMLINSON: I declare by your motion you do that.

Mr. CLEAVER: I have never at any time suggested that they were incapable. I do say this, our system to-day is not very satisfactory. Mr. Pouliot says it is not satisfactory. And I am suggesting the reason it is not satisfactory is because it is partly political and partly merit. The system which we have at the present time has not been entirely perfect, but it contains an element of the merit system; and based on that, I say, let us try the merit system.

Mr. TUCKER: In the British service they do not change permanent secretaries every time the government changes, but in the case of the permanent secretary of the treasury, he quite often is changed; and he is in the same position as a deputy minister; in other words they are all part of responsible government, and that involves direction by the head of a department.

Mr. CLEAVER: Unfortunately, Mr. Tucker, I do not know anything personally about the British service.

Mr. TUCKER: It seems I do.

Mr. CLEAVER: I have to rely on what I see and what I have had an opportunity to read.

The CHAIRMAN: Order, gentlemen, let Mr. Cleaver proceed.

Mr. CLEAVER: Sir Francis Floud definitely stated that no deputy ministers were appointed by way of political appointments. I will just find his exact words.

Mr. GLEN: They come in the category of under-secretaries.

Mr. LACROIX: Are you suggesting that the successor should be named by the Civil Service Commission?

Mr. CLEAVER: I am suggesting that the office of deputy minister should be filled by order in council, but I say that the government should be restricted in its choice, the field should be narrowed, it should be restricted in its choice to the service.

Mr. TOMLINSON: Aren't there some good men outside of the service who know our public affairs pretty well? I think I know men who know quite a bit about what is going on, or rather about the administration of government business.

Mr. CLEAVER: I agree, but I do not believe the civil service of Canada should be made a rest-home for defeated politicians.

Mr. POULIOT: I would call your attention to this, that the deputy ministers in England are under-secretaries, and these under-secretaries are just members of parliament, and they change with each government.

Mr. CLEAVER: I also know that they go out of office with the government, every last one of them.

Mr. TUCKER: That is my point, there must be responsible government.

Mr. CLEAVER: I say that we cannot have the best administration if the deputy minister is to go out of office each time the government changes; if that sort of thing were done how would you be able to secure any continuity?

Mr. TUCKER: Personally I think if you have under-secretaries who are not co-operating you should have the right to put them out.

Mr. POULIOT: I agree; everybody in the department who is not co-operating should be fired.

Mr. TUCKER: That is what they do in England.

The CHAIRMAN: Gentlemen, we will have to recognize the rules of debate; otherwise, the reporter will not be able to take down what is said.

Will you let Mr. Cleaver proceed, please.

Mr. CLEAVER: I have found part of Sir Francis Floud's evidence in regard to deputy ministers. It is at page 409 of last year's report. I will not burden you by reading it now, but he very definitely says that in the old country deputy ministers are not political appointments, they are appointments within the service.

Mr. POULIOT: That should be taken with a grain of salt, as far as definite appointment within the service goes. Very often in any department there is quite a bit of friction, they don't get along together very well. Anything within the service that is going to create friction should be guarded against, and in so far as may be possible it should be eliminated.

Mr. CLEAVER: I think a lot of that friction has arisen through the present administration of the Act, through political interference, and through failure to set up a proper merit system of promotion. This committee has a recommendation now going to the house which I think will largely clear that up.

Mr. SPENCE: So far as it is possible friction from outside sources should be avoided; to do that it is sometimes necessary to bring in a super-man from the outside to straighten the whole thing out.

Mr. CLEAVER: I wonder if my seconder will agree to my amendment?

Mr. GLEN: Certainly.

The CHAIRMAN: The motion now reads: "That the Civil Service Act be amended making it compulsory that all future appointments of civil service commissioners and deputy ministers shall be from within the service and that the appointments be made by the Governor in Council."

That is your amendment?

Mr. CLEAVER: Yes.

Mr. SPENCE: You are confining them there to selection from inside the department where they are just like so many cogs in a wheel, without experience. Where you run up against that sort of thing in business you go outside and pick a man with experience to take on the job of straightening it up.

Mr. CLEAVER: Yes, quite so, Mr. Spence; where will you get better men than you have right in the service?

Mr. HARTIGAN: From outside.

On the motion being put it was negatived by a recorded vote of yeas 6, nays 14.

The CHAIRMAN: The second proposal by Mr. Cleaver is:—

That in order effectually to remove all appointments from political influence no recommendations of members of the House of Commons or of defeated candidates, other than recommendations by way of character reference, shall be placed upon any applicant's file and that all advertisements for applicants shall prohibit the applicant from seeking political assistance to further his appointment.

Are you ready for the question?

Mr. CLEAVER: I would just like to call attention to one thing, the resolution has something that is not in the Act; all advertisements for applicants shall prohibit the applicant—that is, the applicant shall be advised. Now, in this, you must not seek political assistance for an appointment.

Mr. TOMLINSON: That is all right.

Mr. MACINNIS: Before you put the resolution I am going to speak on this. I am going to suggest this, you cannot prohibit, no matter what you put on the statute books. I would suggest that that word be dropped.

Mr. CLEAVER: I shall accept that amendment.

The CHAIRMAN: What is the change?

Mr. MACINNIS: The advertisement shall advise the applicant.

Mr. TOMLINSON: I want to speak on this.

Mr. CLEAVER: That he must not seek political assistance to further his application.

The CHAIRMAN: It would now read:—

And that the advertisement for applicants shall advise the applicant that he must not seek political assistance to further his application.

Mr. CLEAVER: That is right.

Mr. TOMLINSON: As I understand it this is a direct move against members without taking in any other classes of people, and, further, I believe that substantially the same provision is in the Act now.

The CHAIRMAN: It is in the regulations probably.

Mr. TOMLINSON: I believe it is, either in the Act or the regulations.

Mr. CLEAVER: Here it is, let us look at it.

Mr. TOMLINSON: If it is, I want to take it out.

Mr. HOWARD: Let us not make it any worse than it is.

Mr. TUCKER: Mr. Chairman, if it is true that the only effect of that is to discourage the applicant from seeking political help; as I see it, that does not prevent members from making favourable recommendations.

The CHAIRMAN: The only objection I see to this is, why pin it down to members of parliament? There are other parties interested, such as Senators who are just as prone to make recommendations.

Mr. CLEAVER: I have an amendment which I think will perhaps meet the view of everyone:—

That in order effectually to remove all appointments from political influence all advertisements for applicants shall advise the applicant that he must not seek political assistance to further his application.

The CHAIRMAN: Did you strike out the word "recommendation"?

Mr. CLEAVER: Yes, I am meeting the wishes of the committee.

Mr. POULIOT: "Political assistance," I have seen a flood of recommendations from Senators who are worse than members of parliament in that respect.

Mr. CLEAVER: I shall read it again:

That in order effectually to remove all appointments from political influence all advertisements for applicants shall advise the applicant that he must not seek political assistance to further his application.

Mr. HARTIGAN: Cut out the word effectually.

Mr. POULIOT: I would like to have something said about Senators in that. They are a plague with regard to recommendations, and they are not responsible to the people.

Mr. CLEAVER: That would be covered by this.

Mr. SPENCE: That is covered by the recommendation as amended.

Mr. HARTIGAN: How do you think you can make it effectual. The mere fact of it being in the advertisement will not make it effectual.

Mr. CLEAVER: That word "effectually" seems to worry some of the members, and I do not see that it adds anything to the motion. I am willing that the word "effectually" should be deleted.

The CHAIRMAN: Then, the motion now reads:—

That in order to remove all appointments from political influence all advertisements for applicants shall advise the applicant that he must not seek political assistance to further his application.

Motion agreed to, on division.

The CHAIRMAN: Shall we adjourn?

Mr. POULIOT: I have five questions to ask Mr. Bland. They are very short.

The CHAIRMAN: I want to say, gentlemen, that this is the last meeting of the committee.

Mr. POULIOT: It is the last meeting, and I want to have these witnesses for five questions.

Mr. HOWARD: Do you want to ask your questions now?

Mr. POULIOT: I have only five questions, and then we are through.

Mr. TUCKER: Are they long or are they short?

Mr. POULIOT: They are short.

C. H. BLAND, Chairman, Civil Service Commission; and S. G. NELSON, Chief Examiner and Executive Officer, Civil Service Commission; re-called:

The CHAIRMAN: Mr. Pouliot wishes to put five questions to Mr. Bland.

By Mr. Pouliot:

Q. Mr. Bland, will you please read the marked answer at page 5 of the report of the civil service committee?—A. "A. The executive work is being partly carried on by the chief examiner, Mr. Nelson.—"

Q. I am sorry, that is not the right one. I will show you another one there. In my rush I indicated the wrong one. Will you read this one, please? (indicating)—A. "A. You see, at that time the classification of the position of secretary, as set up by the original classification, provided that the secretary should be also chief executive officer, which meant that their recommendations would necessarily pass through the hands of the chief executive officer. That is not the case now."

Q. Will you please explain to me why Miss Saunders has written in reply to my letter to you to the effect that there is no position of chief executive officer of the Civil Service Commission, and never has been?—A. There is no position with a title of chief executive officer, nor has there ever been.

Q. What was meant was that he was exercising the duties of chief executive officer?—A. That is true, Mr. Foran was.

Q. Also, there was no such position?—A. There was no such position, that is correct.

Mr. POULIOT: And it was the original classification, and we did not get it.

By Mr. Pouliot:

Q. The second thing is a correction. This is not a question. It is a correction that I want to have made in the tabulation of the number of people in the civil service appointed by the Civil Service Commission and blanketed in. There was the plus sign and the minus sign before each number, and it was not put in by the reporter, although it was on the tabulation. And I would ask Mr. Bland how it is that those under \$600 there were 1,054 that were less than those appointed under—there is a list of those in the Civil Service Commission which was 2,639; and appointed by the Civil Service Commission 3,078 for \$600 to \$999. It shows minus 439. And under \$600 appointed by the Civil Service Commission, 2,089, and under the Civil Service Commission minus 1,054. I wondered why in the first case there were 439 less and in the other case minus 1,054?—A. I am afraid I cannot answer that. This table was not compiled by the commission it was compiled by the treasury board, if you remember, I do not know what the answer is to that question.

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

Mr. POULIOT: That is all right. Now, would you have any objection to the change being made as it was given to the reporter?

The second question:

Mr. TOMLINSON: No, the third.

Mr. POULIOT: No, the other one was not a question.

By Mr. Pouliot:

Q. Mr. Bland, you received this letter about those that were related or connected with civil servants who have given character references?—A. Yes, I have, Mr. Pouliot. This is my answer:—

OTTAWA, April 18, 1939.

Dear Mr. POULIOT,—In reply to your inquiry of March 29, in which you asked to be furnished with the names of employees of the Civil Service Commission who are related or connected with civil servants who had given them character references, I am to say that the only cases in which references appear to have been furnished by relatives are those of Miss A. A. Bastien and Mr. O. A. Lefebvre. In the first-mentioned case, Mr. J. L. Chatelain is a brother-in-law. It is to be noted, however, that evidence in this case was completed in 1914 and that the recommendation of a relative would not now be accepted. In the case of Mr. Lefebvre, it may be noted that Brother Victor Henri is an uncle. An additional reference to replace that of the person related to the candidate was required in this case.

Yours sincerely,

(Signed) C. H. BLAND,
Chairman.

Q. Now, Mr. Bland, have you got the list of the names of civil servants or officials who have been appointed as advisers?—A. That is being completed to-day and I expect it will be ready for you this afternoon.

Mr. POULIOT: Will it be your pleasure, gentlemen, to have that handed to the reporter and attached to the report as appendix No. 7?

Some Hon. MEMBERS: Agreed.

By Mr. Pouliot:

Q. Now, Mr. Bland, have you not some information on the technicians in the civil service, showing the branches of the government they are particularly qualified for, and if there are any other branches of the government for which you have no technicians in the Civil Service Commission?—A. I have not prepared a written answer to that, because it is something that can be answered better orally than it could be by a written statement. The departments for which these people are especially qualified—this examiner and investigator—especially by reason of the technical nature of their training and experience—I think that is obvious. Mr. Hemsley is a graduate in the science of agriculture, and he is obviously used for examinations involving technical phases of agriculture. Similarly, the other examiners are used in fields or departments, or units in which their particular technical training is of most use. I could make a long list, if you wished it, of the various departments in which these men are most used. I will be glad to do that if it is desired.

Q. Yes, but that is not my question. My question is, in what branch of the government is each one considered a technician by the commission, and are there other branches of the government—I think it is a very fair question?—A. That is the second part of it.

Q. You know very well Mr. Hawken of the organization branch is in charge of the Department of the Secretary of State and the translators and Miss Walker is examiner for translators; you know that?—A. No, that is not correct. Miss Walker is not the examiner for translators.

Q. And Hawkin is not the investigator for translators?—A. Mr. Hawken has done some investigational work in the bureau of translation, but I would not say he was the only one.

Q. Can he speak and read French fluently?—A. I was going to say that he is not on that phase of the work.

Q. He was on it for a number of years?—A. I do not think Mr. Hawken has ever been in charge of that phase of the work.

Q. Who is in charge of the translation branch?—A. At the present time?

Q. I would have to ask you—is not Mr. Lefebvre doing that work now? However, perhaps that would not have any bearing on it. And now, I will ask you this:

Mr. JEAN: This is No. 6 now.

Mr. POULIOT: I will ask you just one other sub-question.

Mr. SPENCE: This will be six now.

Mr. POULIOT: No, this is a sub-question.

By Mr. Pouliot:

Q. Is it because your staff in the organization branch and the examination branch is not complete enough that you have to call for outside assistance?—A. Yes, that is true.

Q. Yes, that is true; and that was the point that I wanted to show to the committee; that people from outside instead of being appointed by the minister or by the deputy minister are appointed by the commission, and very often—Mr. Bland, is it not true that the commission consult the very man the minister would have chosen himself to recommend for appointment for this purpose?—A. That is not quite accurate. What happens is this: From the department in which the vacancy occurs the department is asked to send its own representative, and that man is chosen by the department itself and sent; and then we ask for technicians either from that department or from outside the service to assist us in rating the applicants.

Q. Now, Mr. Bland, with regard to your selections, is it not a fact that hearsay and not actual knowledge on the part of the commission is the basis on which the selection of these men is made?—A. It is made on the report of these examiners who have been dealing with the qualifications. I do not like to call it hearsay.

Q. It is not that; you appointed, for instance, Mr. Graham Towers?—A. We did not, as a matter of fact.

Q. But he is on the list.—A. We appointed Mr. Graham Towers as a member of one of our examining boards; oh, yes.

Q. Was he ever on a board?—A. Yes, he was.

Q. He is one in hundreds on the list of advisory experts to select people. When you selected Mr. Graham Towers—and he undoubtedly has merit—did you not select him on hearsay, on the presumption that he knows something about banking business because he had been with the Royal Bank for such a long time? You could not decide by yourself what experience of banking he had?—A. I have seen a report of the experience he has had in banking, and the experience he had with the Royal Bank, and in my opinion he is a most competent banking official.

Q. But it was all hearsay?—A. I do not think so.

Q. Are you an experienced banker?—A. No.

Q. He is a banker?—A. Yes.

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

Q. Therefore you decided upon his experience as a banker out of your lack of experience as a banker?

Mr. TUCKER: That is argument, that is not evidence.

Mr. POULIOT: I believe that such a recommendation should be made by the minister himself, whether it be a recommendation of Mr. Graham Towers or anyone else of that sort. Now, gentlemen, I am through. I thank Mr. Bland, Mr. Nelson, and even Mr. Putman, whom I have not had to disturb this morning.

Mr. HARTIGAN: May I ask Mr. Bland a question?

The CHAIRMAN: Certainly.

By Mr. Hartigan:

Q. I think what I have to ask is important, but possibly it would apply more to Mr. Nelson as chief of the examination branch than it would to Mr. Bland. In September or October last there was an examination held for the position of transport clerk in the Department of Transport at Sydney, Nova Scotia. For that reason, I will address my question to Mr. Nelson.

Mr. BLAND: I have the answer to it here.

Mr. HARTIGAN: I gave you that this morning, but that is not the one I want to take up now; it is the matter of the examination.

Mr. BLAND: I see.

By Mr. Hartigan (to Mr. Nelson):

Q. Did the Civil Service Commission have any idea why that examination was being held; what happened to the previous man?—A. He had resigned.

Q. He had resigned; but for what reason?—A. That is the information that we had from the department.

Q. For what reason?—A. I do not know.

Q. And you did not make any inquiry as to the reason for his resignation, for his resigning so quickly?—A. We had an inquiry when the examination was held to find out why he had resigned. The department's advise was that he had not been satisfactory.

Q. They did not tell you there was defalcation; for absconding with the funds of widows and orphans of pilots?—A. I do not think that was in the answer we got.

Q. And the Civil Service Commission didn't go to the trouble of finding out why that man had been let out. Did that man try the second examination?—A. Yes, he did.

Q. Had you known what you found out later would you have refused that man the right to sit in at the examination?—A. I think it would have been wiser to check him before the examination than afterwards.

Q. You did not object to him afterwards?—A. Yes, we did.

Q. I beg your pardon, did you not place that man at the top of the list?—A. Subject to investigation.

Q. Let me ask you one more question: Did the Civil Service board recommend that man to the Transport Department to fill that position?—A. (Mr. Bland) No, we did not.

Mr. HARTIGAN: I will ask Mr. Nelson if the Civil Service board did not recommend that man for appointment to the Transport board again?

Mr. NELSON: No. I think we advised the department that this man was qualified.

Mr. HARTIGAN: He was first on the list.

Mr. NELSON: His appointment was made subject to an investigation which we proceeded to hold, and discovered that he was not a suitable candidate.

Mr. HARTIGAN: I do not think that is right.

Mr. NELSON: That is my understanding of it.

Mr. HARTIGAN: I differ from you, I have to. You recommended that man to the Transport department and the department refused to take him. That is my understanding of it.

Mr. NELSON: But he was never appointed.

Mr. HARTIGAN: I know he was not appointed, for the reason that the Transport department refused to accept him. Is that right or wrong? Talk up like a man. I am talking like a man. I am talking about what I know. I think it is a peculiar state of affairs to have in the civil service.

Mr. NELSON: In the ordinary course of events that list would be the basis from which the appointment would be made. That was not done in this case.

Mr. HARTIGAN: What about this man who had resigned, was he not placed at the head of the list?

Mr. NELSON: Oh yes, his name was placed at the head of the list.

Mr. HARTIGAN: Exactly. And he was recommended to the Transport board.

Mr. NELSON: The department was advised that he was the successful candidate.

Mr. HARTIGAN: Absolutely, and he was appointed.

Mr. NELSON: He was never appointed.

Mr. HARTIGAN: Why?

Mr. NELSON: Because the department, as I understand it, furnished information that his appointment would not be suitable.

Mr. HARTIGAN: The department objected to the civil service board appointing a man who was not fit for appointment.

Mr. NELSON: It was subject to investigation, in his case, before appointment was made.

Mr. CLEAVER: I would just like to interrupt here to say that I do not think on a matter of this kind examination should be carried on from memory. I think the file should be brought here, Dr. Hartigan.

Mr. HARTIGAN: My memory is fairly good.

Mr. CLEAVER: I do not think either witness should be asked to answer questions from memory.

Mr. HARTIGAN: Well, they have been asked questions all through our sittings. What is the matter? There is nothing out of order about this, is there? We have been asking questions all during the committee's sittings.

Mr. CLEAVER: The file is not here, and your memory is differing from the memory of the witness.

Mr. HARTIGAN: No; it is not; he says the same as I do.

Mr. CLEAVER: How?

Mr. HARTIGAN: The Civil Service Commission recommended to the Transport department the appointment of this man.

Mr. NELSON: I do not remember the exact terms of it, but as I recall it it was only to be made after full investigation had been made.

Mr. HARTIGAN: Is that usual procedure; you take a man's marks and recommend him to the department and then make the investigation afterwards?

Mr. NELSON: The usual procedure, if everything appears to be in order; in this case an investigation was required. I do not remember the exact form of the communication we sent to the department.

Mr. HARTIGAN: That is why I wanted this brought up for discussion before the committee, before its report goes into the house.

[Mr. C. H. Bland.]

[Mr. S. G. Nelson.]

The CHAIRMAN: I believe Mr. Bland or Mr. Nelson will send the file to the clerk and there Dr. Hartigan will have it at his disposal for any further discussion.

Mr. HARTIGAN: I wanted to draw this to the attention of the committee. There is a certain amount of laxity on the part of the commission. It was wrong, as I see it, for the examining board to have allowed a man like that to write the examination in the first place; particularly because of the fact that there were a number of young fellows who were writing that examination who never had anything against them in their lives, young men who were graduates of colleges, and eminently qualified for work of the kind. I am speaking impersonally, and without bias, and I say this, that young men of that type should not be deprived from participating in an examination of this kind simply because they have not had two or three months' experience, or some other technical training; I do not think that should be held against them.

Mr. CLEAVER: Might I interrupt? Do I take it that you suggest that before anyone is allowed to write an examination his personal record should be checked?

Mr. HARTIGAN: He should be known by the Civil Service Commission, particularly if he were a former employee of the government. If he has been previously employed he should not be required again to take an examination, but there should be a very very thorough investigation or a full explanation as to why he is writing a second examination.

Mr. CLEAVER: I would like to make this suggestion, in some cases there would be upwards of a thousand people taking examinations—

Mr. HARTIGAN: There were not in this case.

Mr. CLEAVER:—and out of that number only one, or a few, can be the successful candidate. I personally do not think it would be wise to make a personal investigation of a thousand people when you are only interested in perhaps five or ten.

The CHAIRMAN: Gentlemen, before we close, I have a communication from Mr. Bland which I would like to read to the committee. You will remember that we included in our report a recommendation which we numbered (12), and which we approved at our meeting of March 30th. That recommendation reads as follows:—

12. Your committee recommends that in connection with ratings on efficiency and fitness on which selections for promotions are largely based, the fitness and efficiency ratings be made by the immediate supervisors of the applicants and reviewed by the board of three departmental officers.

That was carried definitely at that meeting. Now, here I have certain remarks sent in writing to me by the chairman of the commission, Mr. Bland, and I would like to read to you what he says:—

OTTAWA 19, 1939.

Dear Mr. FOURNIER,—

You will remember that I spoke to you yesterday with reference to the wording of the recommendation regarding promotion ratings, and you asked me to give you a memorandum outlining the point I was raising.

The recommendation as amended, and adopted on March 28, reads as follows:—

Your committee recommends that in connection with ratings on efficiency and fitness on which selections for promotion are largely based, the fitness and efficiency ratings be made by the immediate supervisors of the applicants and reviewed by the board of three departmental officers.

The point that I was making was that it would be difficult, if not impossible, in certain cases to have *fitness* ratings made by the immediate supervisors of the applicants, as they would not know the duties of the vacant position to which the promotion was to be made.

The recommendation which had been discussed at the meeting of the sub-committee read as follows:—

Your committee recommends that in connection with the ratings of efficiency and fitness on which selections for promotion are based, the fitness ratings, whenever possible, be made by a board of three departmental officers instead of individual departmental officers as at present, and that the efficiency ratings be made by the immediate supervisors of the applicants and reviewed by the board of three departmental officers.

I think that this is a clearer exposition of what is desired than the form of recommendation which was finally adopted, although I do not of course know the discussion concerning it or the reasons for the change. I do think, however, that what the committee wants to see done would be more readily accomplished if the recommendation last quoted could stand

Yours sincerely,

(signed)

C. H. BLAND,
Chairman.

The CHAIRMAN: I have no objections in moving the clause (12) of the report be amended as suggested, and that you draft that in there to replace clause (12).

Mr. CLEAVER: I would suggest that you delete the word "largely" from the redrafted section as recommended by Mr. Bland.

The CHAIRMAN: I do not think there is any objection to that.

Mr. GLEN: No, there is no objection.

Mr. HOWARD: I move, seconded by Mr. Cleaver, that clause (12) be changed in the report as suggested in the communication you have read, and that you re-write the clause accordingly.

Mr. CLEAVER: I wonder if that would necessitate an amendment to section 13?

The CHAIRMAN: I do not think so. That is not the same thing.

Mr. HOWARD: I want to make another amendment to this report before it is adopted. I read this very carefully, and I think it would be desirable if we were to change the wording in line 4 by inserting the words "request to" in line 4 after the word "may"; so that the section will then read:—

2. Your committee recommends that it shall be the duty of the Civil Service Commission to make their own rulings on the operation of the Act and apply the same uniformly, providing, however, that any department affected by such ruling may request to join the Civil Service Commission in any submission to the Department of Justice for an opinion.

The reason for that suggestion is that while it does not change the clause at all you must put the onus on someone to make a request. As it is now it will just be a case of passing the buck and you will get no action. I think if you were to insert the words "request to" at the point I have indicated it will have more effect.

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

Mr. CLEAVER: Then, Mr. Chairman, I wonder if the committee will entertain my suggestion as to paragraph 11, which was ruled out the other day, when in all these recommendations as drafted we agreed that no changes would be made. We have made a lot of changes.

The CHAIRMAN: We will have to have another meeting.

Mr. CLEAVER: Just a minute, if you will have patience, Mr. Chairman. The reason recited for paragraph 11 is to prevent favouritism. I suggest that the reason recited should be, to facilitate merit and promotions. That is the only change.

The CHAIRMAN: In the 3rd line it now reads, "so as to prevent favouritism and for the purpose of helping employees to acquire a general knowledge of the work of the department or departments of the government"; you only want to strike out—what words?

Mr. CLEAVER: I would suggest that you amend it this way: "This committee is of the opinion that transfers to other branches of departments as well as from one department to another should be encouraged to facilitate merit and promotion"; instead of, "to prevent favouritism."

The CHAIRMAN: I see no objection to that.

Mr. HOWARD: I will second that.

The CHAIRMAN: Will someone move the adoption of the report?

Mr. HOWARD: I have one more suggestion which I think will settle the whole situation in clause 13. In clause 13 you have covered very well the situation. But I would suggest that you use that same board in connection with your appointments the same as you do for the others. I will read the clause as it would appear with my amendment:—

To facilitate the adjustment of complaints of a civil servant or an eligible appointee to the service where such complaints cannot otherwise be adjusted, your committee recommends that such complaints be adjudicated by a board of appeal consisting of a nominee named by the appellant, a nominee of the chairman of the Civil Service Commission, and one to be named by the head of the department who shall be the chairman of the board; the findings of the board to be reported to the bodies having jurisdiction over the matter, to be final respecting ratings for promotion, or appointment, and to be put into effect.

The CHAIRMAN: The first thing that strikes me is this: There were 6,400 appointments last year out of 50,000 people eligible, and I am quite certain that there were about 40,000 of them who were not satisfied by the appointments that were made.

Mr. HOWARD: You don't have to have one of these boards unless you get a complaint.

The CHAIRMAN: I can give you my experience. There is hardly an appointment made in these large classes of eligibles without complaints arising. If there were 101 people on the list and 1 person was appointed there would be 100 coming to my office saying, why did I not get the appointment that this other young lady, a stenographer, or something of that kind, got?

Mr. HOWARD: I think it would be a good provision in case an applicant filed a claim within fourteen days, the same as has been provided in connection with promotions.

The CHAIRMAN: I am ready to take what the committee decides. Take the case of examination for stenographers. So-and-so gets an appointment, I don't believe there is one young lady in my city who would not come to my office with a complaint. If the report was published in the papers and she did

not find her name there, she would come to me and say how is it that Miss So-and-so got her name on the list and I didn't get mine? If we amend that section in the manner in which it has been suggested I can see these appeals coming in day after day, and it would involve a very great deal of work.

Mr. HOWARD: I have no objection, Mr. Chairman. I have only one or two remarks to make and then I propose to move the adoption of this report. First, however, let me say that I was only appointed to this committee the other day as it was drawing to the close of its deliberations. I have only been able to be present at the last four meetings. I was not here at first. But I want to say that I appreciate the work that has been done by the civil service committee of last year of this year. And I think it is a marvellous thing to review as you gentlemen have reviewed all the material that has come before you, and to have drafted a report such as this which is being submitted to the house this year. We did not submit any last year; at least it was not acted on. This year we hope this is going to be acted on. I do not care how efficiently a body operates, there is always a time when you want to check up on the whole situation and rectify abuses. That is exactly what this committee has tried to do. Personally, I congratulate the members on what they have been able to accomplish, and also the two chairmen. That brings me to the point which was suggested. Last year you had our friend Jean Francois Pouliot as chairman of the committee. I do not think any of the committees that have operated in this house in the last fifteen years have had a chairman who has devoted any more time to an unpleasant task than did our friend Jean Francois Pouliot. I am going to ask Mr. Chairman, with your permission, that when you submit the report, you put a last clause in there to the effect that this report includes the previous year's report under the chairmanship of Mr. Jean Francois Pouliot, and then sign it as chairman of this year's committee. Whether we agree or disagree with Jean Francois Pouliot's methods, we have got to admit that there is not another member who has done the work that he has done.

The CHAIRMAN: Here is the heading of this report:—

Pursuant to order of reference dated February 21, 1939, your committee has perused the evidence taken before the special committee on the Civil Service Act presided over by Mr. Jean Francois Pouliot during the session of 1938; has studied most carefully the report of that committee; has examined the chairman of the Civil Service Commission and has given consideration to the numerous suggestions proposed by members of the committee.

Mr. HOWARD: That is fine. That is exactly what I wanted. That is perfectly satisfactory. With those changes, I move the adoption of the report.

Mr. GLEN: There will have to be additions after what has happened this morning.

The CHAIRMAN: It will be in the heading that I am going to fix this up.

Mr. GLEN: Mr. Cleaver's amendment to the act that we discussed this morning in connection with members of parliament recommendations will have to be added to this.

The CHAIRMAN: That was with regard to advertisements?

Mr. GLEN: Yes.

The CHAIRMAN: Yes, that will be added.

Mr. GLEN: Are you meeting again in order to finally draft the report?

Mr. MACINNIS: No.

Mr. HOWARD: Why should we?

The CHAIRMAN: With the help of the clerk, I shall prepare the final draft.

[Mr. C. H. Bland.]
[Mr. S. G. Nelson.]

Mr. SPENCER: I think we should leave it to you, Mr. Chairman.

The CHAIRMAN: I am going to present it this week.

Mr. HOWARD: And the report will be printed.

The CHAIRMAN: There will be no change except with regard to what was said here or done here this morning.

Mr. HOWARD: That is right.

Mr. CLEAVER: I wonder if you would be good enough to send us a mimeographed copy of your final draft?

The CHAIRMAN: That is the suggestion. It will be sent to you at noon and presented in the house in the afternoon; as to the press, I believe it will be ready around two o'clock.

Mr. CLEAVER: Is it your intention to present it to-morrow?

The CHAIRMAN: On the understanding that nothing will be presented before you have seen it.

Mr. CLEAVER: Will you be able to get it in to-morrow?

Mr. HOWARD: Before you go, I want to move, seconded by Mr. Spence, a vote of thanks to Mr. Bland, Mr. Nelson and the other officials, and to the clerk of the committee, for the information that they have given us in a kindly fashion, all with the idea of producing a report which I think is an excellent report.

Mr. POULIOT: Mr. Chairman and Mr. Howard, I wish to thank you very warmly for what you have said. I do not deserve it. It was a pleasure to work with you. It is a most interesting matter and I appreciate greatly your most valuable co-operation. I wish to congratulate you all. I should like to move a special vote of thanks to our chairman, Mr. Fournier, who has been very able, and has shown much more patience than I ever did.

Some Hon. MEMBERS: Hear, hear.

Mr. HOWARD: I second that.

The CHAIRMAN: I thank you Mr. Pouliot and gentlemen. I have passed agreeable hours with everyone of you, and I hope that next year we shall all be together again.

The committee adjourned at 1.05 p.m.

APPENDIX 1

Department	Deputy Ministers, officers with rank of Deputy Minister, and Assistant Deputy Ministers	Date of present Appointment	Departmental experience as shown by Civil Service Commission records
Agriculture.....	Dr. G. S. H. Barton, Deputy Minister..... Dr. A. T. Charron, Assistant Deputy Minister.....	Oct. 8, 1932 May 11, 1925	— —
Auditor General's Office.....	Georges Gonthier, Auditor General (Deputy Minister). A. H. Brown, Assistant Auditor General (Assistant Deputy Minister).	Jan. 18, 1924 Jan. 1, 1932	— 1898 Entered Service. 1920 Senior Accountant. 1921 Audit Accountant, Gr. 4. 1924-32 Chief Executive Asst.
Canadian Pension Commission.....	Brig.-Gen. H. F. MacDonald, Chairman (rank of Deputy Minister).	—	—
Chief Electoral Officer.....	Jules Castonguay, Chief Electoral Officer (rank of Deputy Minister).	July 1, 1927	1908 Assistant, Office of Clerk of Crown in Chancery. 1920 Asst. Chief Electoral Officer.
Civil Service Commission.....	Charles H. Bland, Chairman (rank of Deputy Minister).	Aug. 10, 1935	1909 Clerk. 1920 Assistant Secretary. 1921 Asst. Secretary and Chief Examiner. 1933-35 C. S. Commissioner. 1919 Translator, Senate. 1926-33 Second Asst. Clerk, Editor and Chief Translator of French Debates, Senate. 1917-20 Clerk, Dominion Bureau of Statistics.
Clerk of the House of Commons.....	Adrien Potvin, Commissioner (rank of Deputy Minister). James H. Stitt, Commissioner (rank of Deputy Minister).	Oct. 7, 1933 Aug. 10, 1935	— —
Clerk of the House of Commons.....	Dr. Arthur Beauchesne, Clerk of the House of Commons (Deputy Minister). T. M. Fraser, Asst. Clerk of the House of Commons (Assistant Deputy Minister).	Jan. 7, 1925 Jan. 7, 1925	— —
Clerk of the Privy Council.....	E. J. Lemaire, Clerk of the Privy Council (Deputy Minister).	Aug. 14, 1923	1894 Privy Council Office. 1904-12 Private Secretary to Sir Wilfrid Laurier, Prime Minister of Canada. 1912 Superintendent, Postage Stamp Branch, Post Office. 1921-23 Superintendent, Equipment and Supply Branch, Post Office.

	H. W. Lothrop, Asst. Clerk of the Privy Council (Assistant Deputy Minister).	July 1, 1934	1894 Entered Service. 1917 Clerk IB. 1920 Principal Clerk. 1921-34 Head Clerk.
Clerk of the Senate	A. E. Blount, Clerk of the Senate (Deputy Minister). L. P. Gauthier, Asst. Clerk of the Senate (Asst. Deputy Minister).	Feb. 1917 April 1926	— —
External Affairs	Dr. O. D. Skelton, Under-Secretary of State for External Affairs (Deputy Minister). Laurent Beaudry, Asst. Under-Secretary of State for External Affairs (Assistant Deputy Minister).	April 1, 1925 Aug. 24, 1935	924-25 Counsellor, Dept. of External Affairs. 1914 Secretary to Chief Justice, Supreme Court. 1920 Sr. Law Clerk Stenographer. 1921 Secretary to Executive. 1929-35 Counsellor, Dept. of External Affairs.
Finance	Dr. W. C. Clark, Deputy Minister. W. C. Ronson, Assistant Deputy Minister.	Oct. 24, 1932 Feb. 1, 1937	— 1910 Entered Service. 1920 Principal Account Clerk. 1921 Clerk of Estimates. 1922 Departmental Accountant, Grade 4. 1923 Departmental Accountant, Grade 5. 1924 Asst. to Secretary of Treasury Board. 1931-37 Director of Estimates.
Fisheries	W. A. Found, Deputy Minister.	July 1, 1928	1898 Entered Service. 1911 Supt. of Fisheries. 1920 Asst. Deputy Minister of Fisheries. 1922-28 Director, Fisheries Service.
Insurance	G. D. Finlayson, Superintendent of Insurance (Deputy Minister).	Sept. 1, 1914	1907 Entered Service.
Justice	W. S. Edwards, Deputy Minister.	1924	1910 Legal staff, Dept. of Justice. 1913 Secretary, Dept. of Justice. 1915-24 Asst. Deputy Minister of Justice.
Labour	W. M. Dickson, Deputy Minister.	Jan. 1, 1934	1914 Private Secretary to Solicitor General. Six years Asst. to Chief of Remission Services, Dept. of Justice.
Library of Parliament	F. Desrochers, General Librarian of Parliament (rank of Deputy Minister).	Feb. 11, 1933	—
Mines and Resources	Dr. Charles Cammell, Deputy Minister.	1920	1904-20 Geologist, Dept. of Mines.
National Defence	Maj. Gen. L. R. LaFleche, Deputy Minister. Charles Burns, Assistant Deputy Minister.	Nov. 3, 1932 Jan. 1, 1938	— 1912 Asst. Director of Contracts, Dept. of Militia and Defence. 1920 Purchasing Agent. 1925 Dept'l. Purchasing Agent, Gr. 4. 1930-38 Dept'l. Purchasing Agent, Gr. 6.

Department	Deputy Ministers, officers with rank of Deputy Minister, and Assistant Deputy Ministers	Date of present Appointment	Departmental experience as shown by Civil Service Commission records
National Revenue.....	H. D. Scully, Commissioner of Customs (rank of Deputy Minister). D. Sim, Commissioner of Excise (rank of Deputy Minister). C. F. Elliott, Commissioner of Income Tax (rank of Deputy Minister.) L. F. Jackson, Asst. Commissioner of Customs (Assistant Deputy Minister). V. C. Nauman, Asst. Commissioner of Excise (Assistant Deputy Minister).	Dec. 30, 1933 Jan. 1, 1934 July 15, 1932 April 1, 1937 Jan. 1, 1935	1932-33 Commissioner of Excise. 1927 Private Secretary to Minister of National Revenue and successive Ministers. 1930-34 Chief Clerk. — 1903 Entered Service. 1920 Customs Reviewing Appraiser. 1930 Asst. Dom. Customs Appraiser. 1934-37 Dom. Customs Appraiser. 1920 Clerk and Accountant. 1921 Head Clerk. 1925 Special Inspector of Customs and Excise. 1927 Chief Clerk. 1930-35 Controller of Excise Taxes.
Pensions and National Health.....	Dr. R. E. Wodehouse, Deputy Minister..... J. W. McKee, Assistant Deputy Minister.....	Oct. 1, 1933 Dec. 12, 1927	— 1921 Clerk, S.S.B. 1923 Accountant, Gr. 2. 1925-27 District Supt.
Post Office.....	J. A. Sullivan, Deputy Postmaster General (Deputy Minister). P. T. Coolican, Asst. Deputy Postmaster General (Asst. Deputy Minister).	Aug. 14, 1935 Dec. 21, 1926	— 1907 Entered Service. 1912 Post Office Inspector. 1921 Div. Supt. of Postal Service. 1923-26 General Supt. of Postal Service.
Public Archives.....	Dr. Gustave Lanctot, Dominion Archivist (rank of Deputy Minister).	Nov. 26, 1937	1911 Clerk, Public Archives. 1920 Asst. Director of War Trophies. 1922-37 Chief French Archivist.
Public Printing and Stationery.....	J. O. Patenaude, King's Printer and Superintendent of Stationery (Deputy Minister). J. C. Shipman, Director and Superintendent of Printing (Assistant Deputy Minister).	Sept. 16, 1933 Mar. 1, 1934	1888 Entered Service. 1913 Supt. of Stationery. 1920 Purchasing Agent. 1925 Dept'l Purchasing Agent, Gr. 5. 1927-33 Controller of Purchases. 1917 Editor of Copy. 1920 Chief Planning Clerk. 1931-34 Production Supervisor.

Public Works.....	J. B. Hunter, Deputy Minister.....	July	1908	1899 Entered Service. Private Secretary to successive Ministers of Crown.
	N. Desjardins, Assistant Deputy Minister.....	July	16, 1935	1908 Asst. Deputy Minister of Public Works. 1899 Entered Service. 1917 Secretary 1B. 1920 Principal Clerk. 1921 Head Clerk. 1921 Assistant Secretary. 1929-35 Secretary.
Railway Commission.....	Hon. Hugh Guthrie, Chief Commissioner (Deputy Minister). Dr. S. J. McLean, Assistant Chief Commissioner (Deputy Minister). F. N. Garceau, Deputy Chief Commissioner (Deputy Minister). J. A. Stoneman, Commissioner (Deputy Minister)..... G. A. Stone, Commissioner (Deputy Minister).....	Aug. 12, 1935		—
Registrar, Supreme Court.....	J. F. Smellie, Registrar, Supreme Court (rank of Deputy Minister).	Aug. 6, 1919		—
Secretary of State.....	Dr. E. H. Coleman, Under-Secretary of State (Deputy Minister) W. P. J. O'Meara, Asst. Under-Secretary of State (Asst. Deputy Minister).	Sept. 20, 1933		—
		Mar. 12, 1929		—
		Dec. 16, 1931		—
		Sept. 23, 1930		—
Trade and Commerce.....	J. G. Parmelee, Deputy Minister.....	Sept. 16, 1933		—
		Feb. 1, 1935		1919 Legal Clerk. 1920 Jr. Departmental Solicitor. 1924-35 Departmental Solicitor.
		Nov. 12, 1931		1902 Entered Service. 1917 Inspector, Dept. of Trade and Commerce. 1920 Head Clerk. 1921 Chief Clerk. 1923-31 Asst. Deputy Minister of Trade and Commerce.
	K. G. Chamberlain, Asst. Deputy Minister.....	Jan. 21, 1932		1919 Clerk, Dept. of Interior. 1929 Chief Clerk, Dept. of Trade and Commerce. 1930-32 Secretary to Minister of Trade and Commerce.
Transport.....	V. I. Smart, Deputy Minister..... G. W. Yates, Assistant Deputy Minister.....	May 14, 1920	1930	1911-20 Secretary to Minister of Railways and Canals and on special work with Dept.

APPENDIX 2

Department	Deputy Ministers, officers with rank of Deputy Minister, and Assistant Deputy Ministers	Date of birth	Examination record
Agriculture.....	Dr. G. S. H. Barton, Deputy Minister.....	June 29, 1883	—
Auditor General's Office.....	Dr. A. T. Charron, Assistant Deputy Minister.....	Mar. 8, 1870	—
	Georges Gonthier, Auditor General (Deputy Minister).....	Nov. 21, 1869	—
	A. H. Brown, Asst. Auditor General (Assistant Deputy Minister).	Dec. 5, 1873	—
Canadian Pension Commission.....	Brig. Gen. H. F. MacDonald, Chairman (rank of Deputy Minister).	Nov. 22, 1885	—
Chief Electoral Officer.....	Jules Castonguay, Chief Electoral Officer (rank of Deputy Minister).	Feb. 16, 1882	—
Civil Service Commission.....	Charles H. Bland, Chairman (rank of Deputy Minister).....	Sept. 6, 1886	Second Division, 1909—(2nd).
	Adrien Potvin, Commissioner (rank of Deputy Minister).....	April 5, 1877	Translator of Debates, 1919—(8th).
Clerk of the House of Commons.....	James H. Stitt, Commissioner (rank of Deputy Minister).....	July 25, 1891	Secretary, 1919—(3rd).
	Dr. Arthur Beauchesne, Clerk of the House of Commons (Deputy Minister).	June 15, 1876	—
	T. M. Fraser, Asst. Clerk of the House of Commons (Assistant Deputy Minister).	April 6, 1871	—
Clerk of the Privy Council.....	E. J. Lemaire, Clerk of the Privy Council (Deputy Minister)	Oct. 22, 1874	Preliminary, 1893.
	H. W. Lothrop, Asst. Clerk of the Privy Council (Assistant Deputy Minister).	Aug. 12, 1875	Qualifying, 1893.
Clerk of the Senate.....	A. E. Blount, Clerk of the Senate (Deputy Minister).....	May 30, 1870	Qualifying, 1893.
	L. P. Gauthier, Asst. Clerk of the Senate (Assistant Deputy Minister).	Jan. 17, 1876	Qualifying, 1897.
External Affairs.....	Dr. O. D. Skelton, Under-Secretary of State for External Affairs (Deputy Minister).	July 13, 1878	Preliminary, 1917.
	Laurent Beaudry, Asst. Under-Secretary of State for External Affairs (Asst. Deputy Minister).	Nov. 17, 1886	—
Finance.....	Dr. W. C. Clark, Deputy Minister.....	April 18, 1899	—
	W. C. Ronson, Assistant Deputy Minister.....	Aug. 27, 1886	—
Fisheries.....	W. A. Fould, Deputy Minister.....	Dec. 24, 1873	Second Division, 1910—(12th).
Insurance.....	G. D. Finlayson, Superintendent of Insurance (Deputy Minister).	Dec. 23, 1882	Qualifying, 1896.
Justice.....	W. S. Edwards, Deputy Minister.....	July 14, 1880	—
Labour.....	W. M. Dickson, Deputy Minister.....	Aug. 29, 1875	—
Library of Parliament.....	F. Desrochers, General Librarian of Parliament (rank of Deputy Minister).	April 13, 1886	—
Mines and Resources.....	Dr. Charles Cammell, Deputy Minister.....	Feb. 8, 1876	—
National Defence.....	Maj. Gen. L. R. LaFleche, Deputy Minister.....	April 16, 1888	—
	Charles Burns, Assistant Deputy Minister.....	Mar. 12, 1875	—
National Revenue.....	H. D. Scully, Commissioner of Customs (rank of Deputy Minister).	Aug. 27, 1883	—
	D. Sim, Commissioner of Excise (rank of Deputy Minister)...	May 4, 1899	—

National Revenue (continued).....	C. F. Elliott, Commissioner of Income Tax (rank of Deputy Minister).	Oct. 7, 1888	—
	L. F. Jackson, Asst. Commissioner of Customs (Assistant Deputy Minister).	May 18, 1876	Qualifying, 1901.
	V. C. Nauman, Asst. Commissioner of Excise (Assistant Deputy Minister).	June 7, 1892	Head Clerk, 1921—(1st).
Pensions and National Health.....	Dr. R. E. Wodehouse, Deputy Minister.....	May 29, 1883	—
	J. W. McKee, Assistant Deputy Minister.....	Oct. 27, 1886	—
Post Office.....	J. A. Sullivan, Deputy Postmaster General (Deputy Minister).	Aug. 15, 1879	—
	P. T. Coolican, Asst. Deputy Postmaster General (Assistant Deputy Minister).	Sept. 16, 1879	Qualifying, 1907.
Public Archives.....	Dr. Gustave Lanctot, Dominion Archivist (rank of Deputy Minister).	July 5, 1883	—
Public Printing and Stationery.....	J. O. Patenaude, King's Printer and Superintendent of Stationery (Deputy Minister).	May 20, 1867	Preliminary, 1889.
	J. C. Shipman, Director and Superintendent of Printing (Assistant Deputy Minister).	May 8, 1870	Qualifying, 1891.
Public Works.....	J. B. Hunter, Deputy Minister.....	Aug. 31, 1876	—
	N. Desjardins, Assistant Deputy Minister.....	Aug. 25, 1870	—
Railway Commission.....	Hon. Hugh Guthrie, Chief Commissioner (Deputy Minister).	—	—
	Dr. S. J. McLean, Assistant Chief Commissioner (Deputy Minister).	—	—
	F. N. Garceau, Deputy Chief Commissioner (Deputy Minister).	—	—
	J. A. Stoneman, Commissioner (Deputy Minister).....	—	—
Registrar, Supreme Court.....	G. A. Stone, Commissioner (Deputy Minister).....	—	—
	J. F. Smellie, Registrar, Supreme Court (rank of Deputy Minister).	Sept. 16, 1869	—
Secretary of State.....	Dr. E. H. Coleman, Under-Secretary of State (Deputy Minister).	July 21, 1890	—
	W. P. J. O'Meara, Asst. Under-Secretary of State (Assistant Deputy Minister).	Jan. 15, 1893	Junior Departmental Solicitor, 1923.
Trade and Commerce.....	J. G. Parmelee, Deputy Minister.....	Mar. 9, 1875	—
	K. G. Chamberlain, Assistant Deputy Minister.....	Dec. 19, 1886	—
Transport.....	V. I. Smart, Deputy Minister.....	Feb. 14, 1874	—
	G. W. Yates, Assistant Deputy Minister.....	May 29, 1872	—

APPENDIX 3

EXAMINATION RECORD

Civil Service Commission....	Mr. Bland.....	2nd Division, 1909 (2nd).
	" Potvin.....	Translator of Debates, 1919 (8th).
	" Stitt.....	Secretary, 1919 (3rd).
Privy Council.....	" Lemaire.....	{ Preliminary, 1893.
	" Lothrop.....	{ Qualifying, 1893.
Senate.....	" Blount.....	Qualifying, 1897.
	" Gauthier.....	Preliminary, 1917.
Finance.....	" Rouson.....	Second Division, 1910 (12th).
Fisheries.....	" Found.....	Qualifying, 1896.
National Revenue.....	" Jackson.....	Qualifying, 1901.
	" Naumann.....	Head Clerk, 1921 (1st).
Post Office.....	" Coolican.....	Qualifying, 1907.
Printing.....	" Patenaude.....	{ Preliminary, 1889.
		{ Qualifying, 1891.
Secretary of State.....	" O'Meara.....	Junior Dept. Solicitor, 1923.

APPENDIX 4

Arthur Beauchesne.....	Clerk.....	House of Commons.
Agriculture.....	Dr. Y. S. H. Barton.....	Oct. 8, 1932,
		Replacing Dr. J. H. Grisdale.
Dominion Archivist.....	G. Lanctot.....	
	Position vacant.	
Auditor General.....	Georges Gonthier.....	Jan. 18, 1924.
		Replacing E. D. Sutherland.
Chief Electoral Officer.....	Jules Castonguay.....	July 1, 1927,
		Replacing O. M. Biggar, K.C.
Civil Service Commission.....	C. H. Bland.....	Aug. 10, 1935,
"	A. Potvin.....	Oct. 11, 1933,
"	J. H. Stitt.....	Aug. 19, 1935,
		Replacing C. H. Bland, who suc-
		ceeded Newton F. MacTavish,
		April 1, 1933.
Dominion Franchise Com-		
missioner.....	Col. John T. C. Thompson.....	July, 1934.
External Affairs.....	Dr. O. D. Skelton.....	1925.
Finance.....	W. C. Clark.....	1932.
Fisheries.....	W. A. Found.....	1928.
Secretary to Governor General.....	A. S. Redfern.....	Nov. 2, 1935.
Immigration.....	T. Magladery.....	April 1, 1934.
Indian Affairs.....	Dr. H. W. McGill.....	1932.
Insurance.....	G. D. Finlayson.....	1924.
Interior.....	J. M. Wardle.....	Aug. 17, 1935.
Justice.....	W. S. Edwards.....	1924.
Registrar Supreme Court.....	J. F. Smellie.....	Sept. 23, 1930.
Labour.....	W. M. Dickson.....	1934.
Parliamentary Library.....	Hon. Martin Burrell.....	1920.
	Felix Desrochers.....	1933.
Marine.....	R. K. Smith.....	Aug. 14, 1935.
Mines.....	Dr. Charles Camsell.....	1921.
National Defence.....	Lt.-Col. L. R. Lafleche.....	1932.
Customs Commissioner.....	H. D. Scully.....	1934.
Excise Commissioner.....	D. Sim.....	1934.
Income Tax.....	C. F. Elliott.....	1932.
Pensions.....	Dr. R. E. Woodhouse.....	1933.
Chairman, Pension Commission.....	Judge F. G. Taylor.....	1934.
Post Office Department.....	J. A. Sullivan.....	Aug. 14, 1935.
Privy Council.....	E. J. Lemaire.....	1923.
King's Printer.....	J. O. Patenaude.....	1933.
Public Works.....	J. B. Hunter.....	1908.
Railways & Canals.....	Col. V. I. Smart.....	March 6, 1930.
R.C.M.P. Commission.....	Gen. J. H. MacBrien.....	1931.
Secretary of State.....	E. H. Coleman.....	1933.
Trade and Commerce.....	J. G. Parmelee.....	1931.

S. P. 193

Ref. 84

April 21, 1936.

APPENDIX 5

S. P. 195
Ref. 85.
April 22, 1936.

Department	From \$5,000 to \$9,999	From \$10,000 Up	Who decided upon merit of appointees
{Agriculture.....	2	.....	Governor in Council.
{Marketing Board.....	.....	1	do
Radio Commission.....	4	.....	do
{Finance.....	.....	.....	.....
{Comptroller of Treasury.....	1	.....	P.C. 250, Feb. 1, 1932.
External Affairs.....	1	.....	Governor in Council.
Finance Board.....	2	4	do
Fisheries.....	1	.....	{Ex. Commission of Marine.
			{Biological Board of Canada.
Interior.....	1	.....	C.S.C.
Labour.....	2	.....	One by C.S.C., the other on recommendation of Minister.
Marine.....	1	.....	C.S.C. (Carswell).
Mines.....	1	.....	No information.
{National Defence.....	1	.....	The Minister upon recommendation of Officers of Department.
{Director of Signals.....	.....	.....	{Governor in Council.
Pensions.....	13	.....	{15 previous abolished.
*Post Office.....	5	.....	C.S.C.
{Privy Council.....	3	1	No information.
{Social Insurance.....	.....	.....	.....
†Railways and Canals.....	2	.....	Dept. of R. & C.
R.C.M.P.....	.....	1	No information.
Soldiers' Settlement.....	2	.....	Governor in Council.
Trade and Commerce.....	1	.....	C.S.C.

*Result of merging duties of postmaster and district superintendent of Postal Service.
†Tourist Bureau.

APPENDIX 6

Total	Under C.S.C. 33,448	Appointed by C.S.C. 26,818	Blanketed in + 6,635
Under \$600.....	1,045	2,089	— 1,054
\$ 600—\$ 999.....	2,639	3,078	— 439
\$ 1,000—\$1,999.....	23,148	17,609	+ 5,539
\$ 2,000—\$2,999.....	4,632	2,901	+ 1,731
\$ 3,000—\$3,999.....	1,368	799	+ 569
\$ 4,000—\$4,999.....	433	243	+ 190
\$ 5,000—\$5,999.....	104	55	+ 49
\$ 6,000—\$6,999.....	42	24	+ 18
\$ 7,000—\$7,999.....	22	9	+ 13
\$ 8,000—\$8,999.....	6	2	+ 4
\$ 9,000—\$9,999.....	5	1	+ 4
\$10,000+.....	4	2	+ 2

APPENDIX 7

List of Civil Servants acting as Technical Officers on Advisory Examining Boards of the Civil Service Commission from 1918-1938 (inclusive). The list also contains the names of Civil Servants who acted as Departmental Representatives during the years from 1918-1921, after which period the practice of including the names of such Representatives was discontinued.

NOTE: The Employee's title shown is the *latest* one given in the Civil Service Commission's published "Acknowledgment" in its most recent Annual Report.

Name—Title and Department	Years	
Acland, F. A.—Deputy Minister, Department of Labour.....	1919	
Atkins, J. R.—Surveys Engineer, Topographical Surveys Board, Department of the Interior.....	1928	
Alexander, F. C. F.—Assistant Engineer, Department of Railways and Canals..	1919	
Allen, N. C.—Treasury Accountant, Department of Finance.....	1937	
Amyot, Dr. J. A., C.M.G., Deputy Minister, Department of Health.....	1920	
Anderson, Capt. F.—Chief Hydrographer, Department of Marine.....	1929	
Anderson, John A.—Accountant, Health Branch, Department of Pensions and National Health.	1920	
	1928	
Anderson, Dr. R. M.—Chief, Division of Biology, Department of Mines and Resources	1918	1927
	1920	1928
	1922	1936
	1924	1937
	1925	1938
	1926	
Annis, C. A.—Tariff Investigator, Department of Finance.....	1937	
Archibald, Dr. E. S.—Director, Experimental Farms Branch, Department of Agriculture.	1920	1923
	1921	1926
	1922	1928
Babington, T. W.—Chief Analyst, Department of Customs and Excise.....	1919	1921
	1920	
Badgley, F. C. C.—Director, Canadian Motion Picture Bureau, Department of Trade and Commerce.....	1934	
Bailey, W. M.—Office Engineer, Reclamation Service, Department of the Interior.	1922	
Ballard, B. G.—Associate Research Physicist, National Research Council.....	1936	
	1938	
Barbeau, Dr. C. M.—Ethnologist, Department of Mines.....	1919	1926
	1921	1927
	1922	1928
Barclay, A. J.—Supervising Architect, Department of Public Works.....	1927	1929
	1928	1930
Barnes, Dr. R.—Chief Meat Inspector, Department of Agriculture.....	1918	
	1919	
Barnett, Major John—Chairman, Soldier Settlement Board.....	1921	
Barrowman, G. D.—Custodian and Adjuster of Surveys Equipment, Department of Mines.	1925	1927
	1926	1928
Barton, Dr. H.—Deputy Minister, Department of Agriculture.....	1933	
Beale, A. M.—Water Power and Hydrometric Engineer, Department of the Interior.	1930	
Beatty, Dr. S. A.—Fisheries Experimental Station, Biological Board of Canada, Halifax, N.S.	1936	
Beaudry, Laurent—Assistant Under-Secretary of State for External Affairs....	1930	1933
	1931	1937
	1932	
Beddoe, C. H.—Superintending Accountant, Department of the Interior.....	1919	
Belcher, Lieut.-Col. T. S.—Assistant Commissioner, Royal Canadian Mounted Police.	1931	
Bell, T. G.—Senior Photographer, Department of Public Works.....	1926	
Bell, Major G. A.—Deputy Minister, Department of Railways and Canals.....	1922	
Bent, R. W.—Hydrographer, Department of Mines and Resources.....	1936	
Biggar, Col. O. M.—Chief Electoral Officer.....	1920	
	1921	
	1925	

Name—Title and Department	Years	
Bilodeau, E.—Assistant Librarian, Library of Parliament.....	1938	
Birchall, W. A.—Chief Map Draftsman, Department of Mines and Resources...	1927	
	1938	
Bishop, R. A.—Chief Excise Tax Auditor, Department of National Revenue..	1933	1936
	1934	1938
	1935	
Bisson, J. L.—District Engineer, Department of Public Works.....	1926	1938
	1935	
Black, W. J.—Chairman, Soldier Settlement Board	1919	
Blackadar, E. G.—Actuary, Dominion Annuities, Post Office Department.....	1919	
Blais, Robert—Engineer, Department of Public Works	1937	
	1938	
Blakeman, Dr. F. W.—Medical Officer, Department of Pensions and National Health.	1927	1930
	1928	1932
	1929	1935
Bliss, T. D.—Chief Clerk of Records, Customs Department	1919	
Boily, Stéphane—District Livestock Fieldman for the Province of Quebec, Department of Agriculture	1934	
Bolton, C. W.—Statistician, Department of Labour	1920	1930
	1922	1938
Booth, Dr. J. F.—Associate Director of Marketing Services, Agricultural Economics, Department of Agriculture.....	1933	
	1938	
Boyle, Dr. R. W.—Director, Division of Physics and Electrical Engineering, National Research Council.....	1934	
	1936	
	1937	
Brant, J. W.—Secretary, National Live Stock Records, Department of Agriculture.	1919	1925
	1920	1926
	1924	1927
Brault, C. G.—Assistant Chief Architect, Department of Public Works	1938	
Bray, S.—Chief Surveyor, Department of Indian Affairs	1919	
Breadner, Major L. S.—Air Certificate Examiner, Air Board	1921	
Brown, Dr. C. P.—Chief, Division of Quarantine, Immigration and Marine, Department of Pensions and National Health.....	1934	1937
	1935	1938
	1936	
Brown, Eric—Director, National Gallery of Canada, Department of Public Works	1926	
Brown, H. W.—Assistant Deputy Minister, Department of Militia and Defence..	1921	
Brown, G. M.—Engineer, Department of Public Works	1938	
Brown, R. P.—Departmental Accountant, Department of National Defence	1929	
Brown, W. A.—Poultry Specialist, Department of Agriculture	1918	
	1919	
Bruce, Robert—Superintending Engineer, Ottawa River Works, Department of Public Works	1918	
	1919	
Bryant, E. O.—Geographer, National Development Bureau, Department of the Interior.	1928	
	1930	
	1931	
Burke, Dr. F. S.—Medical Officer, Department of Pensions and National Health.	1932	1934
	1933	1935
Busby, E. S.—Chief Inspector of Customs, Department of Customs and Excise....	1920	
Cambron, Dr. A.—Associate Research Chemist, National Research Council.....	1936	
Cameron, D. R.—Assistant Director of Forestry, Department of the Interior....	1935	
Cameron, K. M.—Chief Engineer, Department of Public Works	1921	1926
	1924	1929
	1925	
Campbell, J. C.—Director of Publicity, Parks Branch, Department of the Interior.	1929	
Carter, W. S.—Motion Picture Photographer, Government Motion Picture Bureau, Department of Trade and Commerce.....	1922	
	1928	
Casey, J. M.—Statistician, Department of Mines	1925	
Cawardine, B.—Mechanical Engineer, Department of Public Works	1934	
	1935	
	1938	

Name—Title and Department	Years	
Cawdron, A. J.—Superintendent, Royal Canadian Mounted Police	1921	
Challies, J. B.—Superintendent of Water Power Bureau, Department of the Interior.	1918	
	1919	
Challis, A. E.—Head Gardener, Rideau Hall, Department of Public Works	1935	
Chaloner, C. F. X.—Engineer-in-Charge, Geodetic Levelling, Department of Public Works	1919	
	1920	
Chapleau, S. J.—District Engineer, Upper St. Lawrence, Department of Public Works.	1920	
Charpentier, F.—Chief of French Journals, House of Commons	1938	
Clark, Dr. D. A.—Assistant Deputy Minister, Department of Health.....	1920	1926
	1924	1927
	1925	
Clark, R. G. L.—Chief Fruit Inspector for British Columbia, Department of Agriculture	1920	
Clark, Dr. W. C.—Expert, Labour Exchange, Department of Labour.....	1919	
Clarke, G. H.—Seed Commissioner, Department of Agriculture.....	1918	
	1919	
Clarke, Col. J. T.—Director General, Medical Services, Department of National Defence	1931	
Coats, Dr. R. H.—Dominion Statistician, Dominion Bureau of Statistics, Department of Trade and Commerce.....	1918	1920
	1919	1937
Cochrane, Major J. B.—Assistant Director of Military Surveys, Department of National Defence	1926	
Cock, Dr. J. L.—Immigration Medical Officer, Department of Pensions and National Health	1934	
Coke, J.—Chief, Division of Farm Management and Assistant Commissioner, Agricultural Economics Branch, Department of Agriculture.....	1935	
	1936	
Coleman, Dr. E. H.—Under-Secretary of State.....	1937	
Collins, Dr. W. H.—Director, Geological Survey, Department of Mines.....	1924	
	1928	
Connor, M. F.—Chemist, Department of Mines.....	1918	
	1919	
	1921	
Cook, S. J.—Chief, Mining Division, Dominion Bureau of Statistics, Department of Trade and Commerce.....	1920	
Cook, Dr. W. H.—Associate Research Biologist, National Research Council....	1937	
Corrigan, W.—Clerk of Work, Department of Public Works.....	1933	
Corriveau, R. de B.—Assistant Chief Engineer, Department of Public Works..	1919	1928
	1920	1936
	1921	
Cory, W. W.—Deputy Minister, Department of the Interior.....	1918	
	1919	
Cossman, P. A.—Senior Fruit and Vegetable Inspector, Markets and Transportation Division, Fruit Branch, Department of Agriculture.....	1935	
Coutlee, C. R.—Engineer, Department of Public Works.....	1920	
	1921	
Couture, Dr. E.—Chief, Division of Child and Maternal Hygiene, Department of Pensions and National Health.....	1938	
Craig, H. C.—Departmental Accountant, Department of the Interior.....	1920	1929
	1928	1930
Crichton, G. L.—Chief, Charting Division, Department of Mines and Resources	1936	
	1937	
Cronsberry, P. R.—Principal Clerk, Estate and Securities Branch, Soldier Settlement Board	1932	
	1936	
Cudmore, S. A.—Educational Statistics and Canada Year Book Editor, Dominion Bureau of Statistics, Department of Trade and Commerce.....	1924	
Cunningham, W. C.—Chief Map Engraver, Engraving Division, Department of Public Printing and Stationery.....	1924	1927
	1926	1928
Dansereau, J. L.—District Engineer, Department of Public Works.....	1926	
Daubney, C. B.—Senior Office Engineer, Department of Railways and Canals..	1929	
Davis, C. W.—Junior Research Chemist, National Research Council.....	1938	
Davis, M. B.—Dominion Horticulturist, Department of Agriculture.....	1931	
	1934	
	1935	

Name—Title and Department	Years	
Davis, T. C.—Ottawa Improvement Commission.....	1926	
Dawson, Prof. H. J.—Director of Studies, Royal Military College, Department of National Defence.....	1922	
de Billy, J. S.—Collector of Customs and Excise, Port of Quebec, Department of National Revenue.....	1935	
Décary, A. R.—Supervising District Engineer, Department of Public Works..	1938	
Desbarats, G. J.—Deputy Minister, Department of National Defence.....	1925	
Descelles, A. D.—Parliamentary Librarian, Library of Parliament.....	1918	
	1919	
DesRivières, J. G.—Chief Map Draftsman, Department of National Defence..	1936	
Désy, Jean—Counsellor, Department of External Affairs.....	1926	
	1927	
Deville, Dr. E. G. D.—Surveyor General, Department of the Interior.....	1918	
	1919	
	1920	
Dickison, W. A.—Chief, Drafting and Reproducing Division, Geological Survey, Department of Mines and Resources.....	1925	1929
	1926	1930
	1927	1937
	1928	1938
Dillon, Major G. A.—Departmental Purchasing Agent, Department of Justice..	1937	
	1938	
Dixon, Capt. L. G.—Supervisor, Nautical Services, Department of Transport..	1934	1936
	1935	
Doherty, T. H.—Junior Research Engineer, National Research Council.....	1937	
Doughty, Dr. A. G.—Dominion Archivist, Department of Public Archives.....	1918	1921
	1919	
Douglas, Dr. J. S.—Medical Officer, National Health Branch, Department of Pensions and National Health.....		1931
Dowling, D. B.—Geologist, Department of Mines.....	1919	1922
	1918	
Drake, E. F.—Director, Reclamation Service, Department of the Interior....	1919	1920
Drayton, Dr. F. L.—Agricultural Scientist, Department of Agriculture.....	1938	
Duclos, W. A.—Registrar, Exchequer Court.....	1938	
Dwight, T. W.—Assistant Director of Forestry, Department of the Interior...	1918	1920
	1919	
Eagleson, S. P.—Secretary, National Research Council.....	1927	
Eastham, Alfred—Chief Seed Analyst, Department of Agriculture.....	1920	
Edwards, Commander C. P.—Director of Radio, Department of Marine.....	1922	
	1925	
Edwards, W. S.—Deputy Minister, Department of Justice.....	1927	
Elford, F. C.—Dominion Poultry Husbandman, Department of Agriculture.....	1918	
	1919	
Elias, A. E.—Artist, Natural Resources Intelligence Branch, Department of the Interior	1921	
Elworthy, R. T.—Chemist, Department of Mines.....	1922	
Engler, C.—Chief, Mechanical Plant, Department of the Interior.....	1927	
Fennell, M. P. Jr.—General Manager and Secretary, Harbour Commissioners of Montreal	1922	
Field, R. H.—Associate Research Physicist, National Research Council.....	1931	
	1937	
Finlayson, E. H.—Director of Forestry, Department of the Interior.....	1930	
Finlayson, G. D.—Superintendent of Insurance.....	1937	
	1938	
Finn, E. M.—Chief Photographer, Government Motion Picture Bureau, Department of Trade and Commerce.....	1925	
	1929	
Finnie, O. S.—Inspecting Engineer, Mining Lands and Yukon Branch, Department of the Interior.....	1919	
Fisher, Ward—Inspector of Fisheries for Maritime Provinces, Department of Marine and Fisheries.....	1921	
Fleming, Dr. A. G.—Chief, Division of Venereal Disease Control, Department of Health	1920	
Fletcher, M. C.—Inspector of Explosives, Department of Mines.....	1935	
Flood, E. A.—Assistant Research Chemist, National Research Council.....	1937	
Forneret, V. W.—Superintending Engineer, St. Lawrence Ship Canal, Department of Marine and Fisheries.....	1922	
Fortier, H.—Chief Inspector, Postal Service, Post Office Department.....	1937	
	1938	

Name—Title and Department	Years	
Forward, C. C.—Assistant Chief Dominion Analyst, Department of Pensions and National Health.....	1937	
Fotheringham, Surgeon General J. T., C.M.G.—Acting Director, General Medical Services, Department of Militia and Defence.....	1918	
	1919	
Fraser, A. N.—Senior Radio Engineer, Department of Transport.....	1938	
Fraser, Basil—Assistant Chief Engineer, Department of Marine.....	1919	
Fraser, R. J.—Senior Hydrographer, Department of Mines and Resources.....	1928	
	1929	
	1938	
Fraser, Dr. S. M.—Principal Medical Officer, Royal Canadian Mounted Police..	1924	
French, F. W.—Chief of Staff, Canada Food Board.....	1919	
Fuller, T. W.—Chief Architect, Department of Public Works.....	1930	
Fyles, Miss Faith—Artist, Horticultural Division, Department of Agriculture....	1929	
Gagnon, E. E.—Assistant Engineer, Department of Railways and Canals.....	1919	
Gallay, Dr. G. W.—Assistant Research Chemist, National Research Council....	1938	
Gaudet, Col. F. M.—Technical Executive Officer, Honorary Advisory Council for Scientific and Industrial Research.....	1921	
	1922	
Gaudry, G. A.—Chief Map Draftsman, Natural Resources Intelligence Branch, Department of the Interior.....	1923	1927
	1924	1928
	1925	
Gibbons, Dr. N. E.—Assistant Research Bacteriologist, Natural Research Council.	1937	
Gibeault, R.—Advisory Counsel, Department of Justice.....	1937	
	1938	
Gibson, Dr. Arthur—Dominion Entomologist, Department of Agriculture	1920	
	1923	
Gibson, W. H.—Experimental Farm Superintendent, Indian Head, Sask., Department of Agriculture	1933	
Giddens, F.—Chief Clerk, Department of Labour.....	1919	
Gill, Dr. L. W.—Chief, Technical Education Division, Department of Labour..	1921	
Gill, Miss M. S.—Librarian, National Research Council.....	1937	
Gilmore, R. E.—Engineer, Mines, Testing and Research Laboratories, Department of Mines and Resources.....	1922	1927
	1924	1930
	1925	1938
	1926	
Glidden, Dr. W. O.—Medical Adviser, Department of Pensions and National Health	1928	
Godin, Dr. C. H.—Medical Superintendent, Marine Hospital Service, Department of Health	1924	
Goodspeed, F. G.—Superintending Engineer, Department of Public Works....	1938	
Gordon, J. L.—Superintendent of Flying, Air Board.....	1921	
	1922	
	1936	
Gosselin, A.—Agricultural Economist, Department of Agriculture.....		
Grant, Alex. J.—District Engineer, Welland Canal, Department of Railways and Canals	1919	
Grant, A. J.—Associate Research Physicist, National Research Council.....	1935	1937
	1936	1938
		1929
Grattan, Geo. E.—Chemist, Department of Agriculture.....		
Green, F. G.—Administrative Assistant, Division of Chemistry, National Research Council	1936	
Green, Dr. J. J.—Assistant Research Physicist, National Research Council.....	1938	
Greenway, J. W.—Commissioner, Dominion Land, Department of the Interior..	1920	
Grenzebach, S. L.—Superintendent of Workshops, National Research Council..	1938	
Grindley, Dr. T. W.—Chief, Division of Agricultural Statistics, Dominion Bureau of Statistics, Department of Trade and Commerce.....	1927	1934
	1928	1936
	1929	
Grisdale, Dr. J. H.—Director, Experimental Farms, Department of Agriculture..	1918	
Gurd, Dr. R. D.—Medical Officer, Part-Time, Department of Pensions and National Health	1931	
	1933	
Güssow, H. T.—Dominion Botanist, Department of Agriculture.....	1929	
Halferdahl, A. C.—Associate Research Chemist, National Research Council....	1937	
	1938	
Halpin, D. J.—Editor of Debates and Chief of Reporting Branch, The Senate...	1929	

Name—Title and Department	Years	
Hamel, F. O.—Supervising Engineer, Heating, Electricity or Steel Construction, Department of Public Works.....	1929 1932 1933	1935 1937 1938
Hamilton, Col. C. F.—Royal Canadian Mounted Police.....		1921
Hardy, F. A.—Assistant Librarian, Library of Parliament.....		1937
Harkin, J. B.—Commissioner, National Parks Branch, Department of the Interior.		1918 1926
Harris, Dr. N. MacL.—Chief, Division of Medical Research Health Branch, Department of Pensions and National Health.....	1927 1928 1929	1931 1932
Hart, Miss Grace.—Departmental Librarian, Department of External Affairs....		1936 1937 1938
Hayes, C. A.—Vice-President, C.N.R., Toronto		1922
Hazen, H. T.—Chief Engineer, Atlantic Region, Canadian National Railway, Moncton, N.B.....		1937
Heagerty, Dr. J. J.—Chief Executive Medical and General Assistant, National Health Branch, Department of Pensions and National Health.....	1924 1925 1926 1927	1928 1929 1930 1931
Henderson, Dr. J. T.—Associate Research Physicist, National Research Council.		1937 1938
Hennessey, F. C.—Artist, Entomological Branch, Department of Agriculture....	1927 1928 1929	1936 1938
Henry, P. R.—Supervisor, Char Service, Department of Public Works.....	1930 1931	1937
Henry, R. A.—Assistant Engineer, Department of Railways and Canals.....		1918
Hereford, H.—Commissioner, Dominion Unemployment Relief, Department of Labour		1938
Hewitt, Dr. C. G.—Dominion Entomologist, Department of the Interior.....		1918
Hickey, W. J. T.—Supervising Engineer, Electricity, Department of Public Works	1927 1928 1929 1931 1932	1933 1935 1936 1937
Hilliard, E. J.—Division Freight Agent, Canadian National Railway.....		1921
Hisgrove, J. J.—Senior Photographer, Government Motion Picture Bureau, Department of Trade and Commerce.....		1935 1938
Hodgetts, Dr. C. A.—Chief, Division of Sanitary Statistics, Department of Health.		1920
Hodgson, E. A.—Seismologist, Dominion Observatory, Department of the Interior		1928
Hopkins, Dr. C. Y.—Assistant Research Chemist, National Sesearch Council....		1935 1938
Holmes, Dr. C. U.—Medical Officer, Department of Pensions and National Health.		1938
Hood, Dr. E. G.—Chief, Division of Dairy Research, Department of Agriculture.		1937
Hopkins, E. G.—Dominion Field Husbandman, Department of Agriculture....		1928
Hopkinson, J.—Chief Investigator, Auditor General's Office.....	1934 1935 1936	1937 1938
Hopper, A. E.—Principal Steamship Inspector, Department of Transport.....		1936
Hopper, Dr. W. C.—Secretary, Dominion Marketing Board.....		1935
Howlett, Dr. L. E.—Assistant Research Chemist, National Research Council....		1938
Hume, Dr. G. S.—Geologist, Department of Mines.....		1930
Innes, Col. R.—Chief, Agricultural Branch, Soldier Settlement Board.....		1920
James, F.—Assistant Director of Publicity and Extension, Department of Agri- culture		1924 1938
Jean, P. E.—Assistant Chemist, Food and Drugs Laboratory, Department of Pensions and National Health.....		1937 1938
Jenkins, Dr. R. P.—Chief, Division of Epidemiology, Department of Pensions and National Health.....		1938

Name—Title and Department	Years	
Jenness, Dr. D.—Chief, Anthropological Division, Department of Mines and Resources	1921	1926
	1923	1927
	1924	1928
	1925	1936
Johnson, G. O.—Superintendent of Personnel Operations Branch, Air Board....		1921
Johnson, S. B.—Senior Assistant Engineer, Department of Public Works.....		1921
Johnston, J. T.—Assistant Director, Water Powers Branch, Department of the Interior		1920
		1921
		1923
Johnston, W. A.—Chief, Water Supply and Borings Section, Geological Survey Division, Department of Mines and Resources.....		1936
Jones, Arthur—Geographer, Department of Mines and Resources.....		1937
Jones, Dr. J. H.—Medical Officer, Vancouver, B.C., Department of Pensions and National Health.....		1936
Jost, E. B.—Assistant Engineer, Department of Railways and Canals.....		1920
		1921
Kee, Dr. R. J.—Assistant Medical Adviser, Board of Pension Commissioners....		1926
Kirk, Dr. L. E.—Dominion Agrostologist, Department of Agriculture.....		1935
Kitto, Victor—Senior Analyst, Department of Health.....		1921
Klotz, Dr. Otto—Dominion Astronomer, Department of the Interior.....		1918
		1920
Laflèche, J. F. A.—Assistant Chief Engineer, Department of Marine.....		1935
LaFleche, Maj. Gen. L. R.—Deputy Minister, Department of National Defence.	1933	1937
	1935	
Lamb, Col. H. J.—Supervising District Engineer, Department of Public Works.		1938
Lambe, A. B.—Engineer, Dominion Power Board, Department of the Interior..		1920
		1925
Lamothe, L. H.—Head Clerk, Department of Indian Affairs.....		1920
Lancaster, H. M.—Chief Dominion Analyst, Department of Pensions and National Health	1923	1928
	1924	1929
	1925	1930
	1926	1934
	1927	
Larochelle, J. E.—Mechanical Superintendent of Dredges, Department of Public Works		1920
Larose, Dr. P.—Associate Research Chemist, National Research Council.....		1938
Lathe, F. E.—Director, Division of Research Information, National Research Council		1928
		1929
		1930
		1932
		1936
Laverdure, Armand—Junior Engineer, Department of Transport.....		1938
Lawson, W. S.—Structural Engineer, Penitentiaries Branch, Department of Justice		1932
Leavitt, Clyde—Forestry Specialist and Railway Fire Inspector, Board of Railway Commissioners	1918	1926
	1920	1927
	1921	1928
	1923	1930
	1925	
Leckie, Lt. Col. R.—Superintendent, Flying Operations, Air Board.....		1920
		1921
Ledingham, Dr. G. A.—Junior Research Biologist, National Research Council..		1937
Legg, H. G.—Senior Assistant Engineer, Department of Public Works.....		1936
		1937
		1938
Lemay, J. A.—Chief Treasury Officer, House of Commons.....		1937
Lemoine, A.—Assistant Chief Dominion Analyst, Department of Pensions and National Health	1923	1929
	1926	1930
	1927	
Little, W. R.—Commissioner of Colonization, Department of Immigration and Colonization.		1927
Lloyd, Hayes—Supervisor of Wild Life Protection, Department of the Interior..	1924	1928
	1926	1929
	1927	

Name—Title and Department	Years	
Lohead, Dr. A. G.—Dominion Agricultural Bacteriologist, Department of Agriculture.	1928	
Locke, T. J.—District Engineer, Halifax, N.S., Department of Public Works....	1928	
Lynch, F. C. C.—Director, National Development Bureau, Department of the Interior.	1918	1928
	1923	1929
	1925	1930
	1927	
Mabee, H. C.—Chemist, Testing and Research Laboratories, Department of Mines and Resources.....		1936
Macaulay, Dr. A. F.—Assistant Director of Medical Services, Department of Pensions and National Health.....	1930	1937
	1931	
MacBrien, Maj. Gen. J. H.—Commissioner, Royal Canadian Mounted Police....		1932
Mace, F. G.—Mechanical Patent Examiner, Patent and Copyright Office.....		1923
MacKenzie, W. L.—Senior Office Engineer, Railways and Canals, Department of Transport.		1937
		1938
MacMillan, A. A.—Chief, Sheep and Swine Division, Live Stock Branch, Department of Agriculture.....		1931
Macoun, W. T.—Dominion Horticulturist, Department of Agriculture.....	1918	1927
	1921	1928
Macphail, J. G.—Chief, Aids to Navigation Division, Department of Transport..		1937
MacRae, A. R.—Assistant Patent Examiner, Patent and Copyright Office.....	1921	1933
	1923	1937
	1924	1938
Magrath, C. A.—Fuel Controller.....		1918
Malloch, E. S.—Fuel Testing Engineer, Department of Mines.....		1924
Malloch, Dr. J. G.—Assistant Research Biologist, National Research Council....		1936
Malte, Dr. M. O.—Chief Botanist, National Herbarium, Department of Mines..	1923	1929
	1925	1930
	1926	1932
	1927	1933
	1928	
Malcolm, Wyatt—Compiler of Geological Information, Department of Mines.		1929
Manchester, W. S.—Chief Draftsman, Engineering Branch, Department of Transport		1937
		1938
Manske, Dr. R. H. F.—Associate Research Chemist, National Research Council	1934	1936
	1935	1937
Marchand, P. E.—Financial Comptroller, Department of the Interior.....	1925	1930
	1927	1931
	1928	1932
	1929	
Marion, Dr. L.—Assistant Research Chemist, National Research Council....		1937
		1938
Marion, Dr. S.—Head Translator, Department of the Interior.....		1928
		1929
Marr, N.—District Hydraulic Engineer, Department of the Interior.....	1925	1929
	1928	1935
Martin, G. L.—Superintending Engineer, Department of Public Works.....		1938
Mason, T. H.—Secretary, National Live Stock Records, Department of Agriculture		1921
Master, Oliver—Chief, Economics Division, Commercial Intelligence Service, Department of Trade and Commerce.....	1927	1936
	1930	1937
	1935	
Matheson, A. J.—Senior Engineer, Dominion Power Board, Department of the Interior.		1921
		1926
		1927
McCann, J. J.—Civil Service Printer, Civil Service Commission.....		1936
McCurry, H. O.—Assistant Director and Secretary, National Gallery of Canada, Department of Public Works.....		1930
		1931
McDonald, W. S.—Assistant Engineer, Department of Transport.....		1937
		1938
McDougall, W. A.—District Superintendent, Maritime Provinces, Soldier Settlement Board.....		1937

Name—Title and Department	Years	
McGill, Dr. A.—Chief Analyst, Department of Health.....	1918	1920
	1921	
McIntyre, Dr. A. E.—Chief Explosives Chemist, Department of Mines.....	1929	1930
McIntyre, B. G.—Comptroller General, Office of the Comptroller of the Treasury, Department of Finance.....	1933	1937
McKee, James—Greenhouse Specialist, Department of Agriculture.....	1937	
McKinnon, H. B.—Commissioner of Tariff, Department of Finance.....	1928	1937
McLeod, J. S.—Superintending Engineer, Sault Ste. Marie Canal, Department of Transport	1938	
McNaughton, Maj. Gen. A. G. L.—Chief of General Staff, Department of National Defence	1933	
Meek, V.—Assistant Controller, Dominion Water and Power Branch, Department of Mines and Resources.....	1927	1936
	1928	1938
	1929	
Melville, Lieut.-Col. J. L.—Director, Orthopaedic and Vetracraft Division, Department of Pensions and National Health.....	1931	
Migneault, Louis—Chief Customs Excise Clerk, Port of Montreal, Department of National Revenue	1935	
Mickleborough, K. F.—Senior Office Engineer, Department of Transport....	1936	
Mitchell, J. T.—Assistant Commissioner of Patents, Patent and Copyright Office	1931	
Millar, Dr. Ross—Director, Medical Services, Pensions Branch, Department of Pensions and National Health.....	1929	
Mills, T. S.—Assistant Chief Engineer, Parks Branch, Department of the Interior	1934	
Moore, T. R.—Office Engineer, Department of Transport.....	1937	1938
	1927	
Moore, W. H.—Chairman, Tariff Commission.....		
Morrisset, Maurice—Head Translator, Department of Pensions and National Health	1931	
Monat, T. M.—Investigator of Values and Special Appraiser, Vancouver, Department of National Revenue.....	1928	
Mountain, G. A.—Chief Engineer, Railway Commission.....	1923	1924
Muir, G. W.—Dominion Animal Husbandman, Department of Agriculture....	1926	1934
Muldew, Mrs. Jean—Director, Home Service Branch, Soldier Settlement Board.	1921	1923
	1929	
	1930	
Murphy, John—Electrical Engineer, Department of Railways and Canals.....	1918	1921
	1921	
Murray, A.—Assistant Engineer, Department of Transport	1938	
Narraway, A. M.—Assistant Director, Topographical Surveys Branch, Department of the Interior	1929	
Nash, T. S.—Surveys Engineer, Department of Mines and Resources	1938	
Newton, D. R.—Director, Division of Biology and Agriculture, National Research Council	1933	1937
	1936	1938
Nicolas, F. J.—Editor, Administrative Branch, Department of Mines	1931	
Norrish, B. E.—Director, Exhibits and Publicity Bureau, Department of Trade and Commerce	1918	
Ogilvie, Mrs. O. P. R.—Departmental Librarian, Department of Mines and Resources.	1937	
Olivier, Maurice—Joint Law Clerk, House of Commons	1937	
Orr, R. G.—Architect, Department of Indian Affairs.....	1928	1935
	1936	
Pagé, Dr. J. D.—Chief, Division of Quarantine, Immigration and Marine Hospital Services, Department of Health.....	1918	1921
	1926	
Palen, F. A.—Inspector of Stores, Department of National Defence.....	1937	

Name—Title and Department	Years	
Park, Dr. A. W.—Medical Officer, Calgary, Alta., Department of Pensions and National Health	1935	
Parker, S. C.—Inspector of Indian Agencies, Department of Indian Affairs....	1920	
Parkin, J. H.—Director, Division of Mechanical Engineering, National Research Council.	1935	1937
	1936	1938
Parney, Dr. F. S.—Chief, Division of Industrial Hygiene, Department of Pensions and National Health.....	1928	1933
	1929	1934
	1930	1935
	1931	1936
	1932	1937
Parry, B. E.—Supervising Architect, Department of Health	1923	
	1925	
	1927	
Parry, Harry—Office Engineer, Department of the Interior	1932	
Patch, C. L.—Chief Taxidermist, National Museum, Department of Mines	1923	
Patton, M. J.—Chief Editor, Commission of Conservation	1918	
	1920	
Pearce, E. J.—Pressman and Assistant Foreman, Department of Public Printing and Stationery	1925	
Pearsall, L. W.—Chief, Live Stock Inspection and Grading Services, Department of Agriculture	1938	
Pearson, R.—Senior Assistant Engineer, Naval Service, Department of National Defence	1932	1937
	1935	1938
	1936	
Peck, R. S.—Director, Exhibits and Publicity Bureau, Department of Trade and Commerce	1921	
Pelton, L. A.—Foreman of the Bindery Department of Public Printing and Stationery	1928	
	1931	
Pepper, Miss L. C.—Home Economist, Department of Agriculture.....	1938	
Peters, F. H.—Surveyor General and Chief, Hydrographic Service, Department of Mines and Resources	1936	
	1938	
Phillips, C. S.—Assistant Engineer, Department of Transport	1937	
	1938	
Phillips, Eng. Commander T. G., R.C.N.—Consulting Engineer of the Naval Service, Department of National Defence	1920	
	1926	
Pidgeon, Dr. L. M.—Assistant Research Chemist, National Research Council ..	1937	
Piegay, Dr. J. B.—Medical Officer, Health Branch, Department of Pensions and National Health	1929	
Plaxton, C. P., K.C.—Senior Advisory Council, Department of Justice	1926	
	1927	
	1928	
Pooler, F. W.—General Foreman, Press Work, Department of Public Printing and Stationery	1933	
	1937	
Pratte, J. E. H.—Department Accountant, Department of Public Works.....	1938	
Ralph, J. H.—Electrician-Engineer, Department of Public Works	1931	
Ramsay, J. H.—Senior Hydraulic Engineer, Department of Transport	1937	
Ramsay, R. L.—Field Supervisor, Chilliwack, B.C., Soldier Settlement Board..	1936	
Rankin, T. D.—Supervising Architect, Department of Public Works	1927	1933
	1929	1935
	1930	1936
Rankin, Col. J. S.—Departmental Solicitor, Department of National Defence..	1931	
Rannie, J. L.—Surveys Engineer, Department of the Interior.....	1930	
	1931	
Reed, F. H.—Experimental Farm Superintendent, Lacombe, Alta., Department of Agriculture	1933	
	1934	
	1935	
Reinhardt, P. D.—Departmental Purchasing Agent, Department of Public Works	1926	
Renaud, J. A.—Assistant Deputy Minister, Department of Justice.....	1927	

Name—Title and Department	Years	
Richards, Edward—Assistant Dominion Customs Appraiser, Department of National Revenue	1928	
Rigg, R. A.—Director, Employment Service of Canada, Department of Labour..	1935	
Ritchie, J.—Superintendent, Royal Canadian Mounted Police.....	1923	
Robert, Dr. L.—Pensions Medical Examiner, Board of Pension Commissioners..	1930	
Roberts, S. V.—Audit Accountant, Office of the Comptroller of the Treasury, Department of Finance.....	1933	
	1935	
Robertson, Dr. J. W.—Commissioner of Agriculture and Dairying for Canada..	1925	
Robichaud, D. T.—Superintendent of the Bureau of Translations, Department of the Secretary of State	1934	
Robinson, A. H. A.—Mining Inspector, Department of Mines.....	1920	
Robinson, C. H.—Agricultural Scientist, Department of Agriculture.....	1918	
	1935	
	1938	
Ronson, W. C.—Assistant Deputy Minister, Department of Finance.....	1937	
Rose, Dr. D. C.—Associate Research Physicist, National Research Council....	1937	
	1938	
Rosewarne, P. V.—Engineer, Mines, Department of Mines and Resources.....	1937	
Rowse, F. W.—Director of Publicity, Department of Pensions and National Health	1938	
St. Amour, L. P.—Assistant Deputy Governor, Bank of Canada.....	1938	
St. Laurent, A. E.—Assistant Deputy Minister, Department of Public Works..	1920	
St. Laurent, J. E.—Chief Engineer, Saint Lawrence Ship Channel, Department of Transport.....	1927	1934
	1928	1935
	1929	1936
	1930	1937
	1932	1938
	1933	
Sanders, Dr. F. H.—Junior Research Physicist, National Research Council....	1937	
Saunders, Dr. C. E.—Dominion Cerealists, Department of Agriculture.....	1918	
Saunders, J. C.—Assistant Deputy Minister, Department of Finance.....	1918	
Sapir, E.—Ethnologist, National Museum, Department of Mines.....	1924	
Schofield, Dr. S. J.—Geologist, Department of Mines.....	1920	
Scott, Alfred—Assistant Electrical Engineer, Department of Public Works....	1918	
	1931	
Scott, Dr. D. C.—Deputy Superintendent General of Indian Affairs.....	1920	1925
	1921	1928
Scott, Lt.-Col J. S.—Superintendent, Certificate Branch, Air Board.....	1920	
Scully, H. D.—Commissioner of Customs, Department of National Revenue..	1935	1937
	1936	1938
Sedgewick, Hon. G. H.—Chairman, Tariff Board, Department of Finance.....	1938	
Sellar, Watson—Comptroller of the Treasury, Department of Finance.....	1934	
Senecal, C. O.—Chief Map Draftsman, Department of Mines.....	1924	
Shanks, Thos.—Assistant Director General of Surveys, Department of the Interior.	1918	
	1923	
Shearer, J.—Superintendent, Dominion Buildings, Department of Public Works.	1918	
Sherwood, L.—Assistant Chief Engineer, Department of Railways and Canals..	1920	
	1921	
Shields, Dr. J. D.—Medical Adviser, Board of Pension Commissioners.....	1933	
Shipman, J. C.—Director and Superintendent of Printing, Department of Public Printing and Stationery	1935	
Shutt, Dr. F. T.—Dominion Chemist, Department of Agriculture.....	1918	1921
	1920	1923
Sifton, H. B.—Official Seed Analyst, Department of Agriculture.....	1918	
Skelton, Dr. O. D.—Under-Secretary of State for External Affairs.....	1924	
	1928	
Smith, F. G.—Bridge and Structural Engineer, Department of Public Works..	1925	1929
	1926	1934
	1927	1935
	1928	1938
Smith, H. I.—Archaeologist, National Museum of Canada, Department of Mines and Resources.....	1926	
	1927	
	1936	
Smith, J. L.—Senior Assistant Engineer, Civil Aviation Branch, Department of National Defence.....	1935	

Name—Title and Department	Years	
Smythe, H. R.—Junior Research Physicist, National Research Council.....	1938	
Snell, Col. A. E.—Director General of Medical Services, Department of National Defence	1934	
Starnes, Col. C.—Commissioner, Royal Canadian Mounted Police.....	1921	
	1927	
	1929	
Stead, R. J. C.—Superintendent, Parks and Resources Information, Department of Mines and Resources.....	1921	1929
	1923	1937
	1926	1938
Steadman, Group Capt. E. W.—Chief Aeronautical Engineer, Department of National Defence.....	1937	
Steel, Major W. A.—Wireless Officer, Department of National Defence.....	1926	
Stevenson, Col. H. I.—District Forest Inspector, Winnipeg, Man., Department of the Interior.....	1928	
Stewart, B. M.—Editor, Labour Gazette, Department of Labour.....	1918	
Stewart, P.—Chief Agriculturist, Soldier Settlement Board.....	1921	
Stewart, R. M.—Chief Clerk, Department of Soldiers' Civil Re-Establishment..	1920	
Stiff, Major G. A.—Director, Department of Militia and Defence.....	1918	
Stone, Dr. E. L.—Superintendent, Medical Service, Indian Affairs Branch, Department of Mines and Resources.....	1931	1937
	1933	1938
	1935	
Strome, I. R.—Senior Assistant Engineer, Dominion Water Power Branch, Department of the Interior.....	1925	
Stupart, Sir. R. F.—Superintendent and Director of Magnetic Observatory, Toronto	1920	
Swaine, Dr. J. M.—Associate Dominion Entomologist, and Director of Research, Department of Agriculture.....	1921	1934
	1923	1935
	1924	
Taché, J. de L.—King's Printer, Department of Public Printing and Stationery..	1918	
Taverner, P. A.—Ornithologist, Department of Mines.....	1921	1924
	1923	1925
Taylor, H. G.—Poultry Husbandman, Department of Agriculture.....	1928	
Tempest, J. S.—District Hydraulic Engineer, Calgary, Alta., Department of the Interior.....	1921	
	1930	
Thériault, A.—Foreman, Press Room, Department of Public Printing and Stationery	1928	
Tillett, C. H.—Signal Engineer, Canadian National Railways, Toronto.....	1937	
Timm, W. B.—Chief, Bureau of Mines, Department of Mines and Resources....	1938	
Tingle, Dr. Alfred—Chief, Customs Excise Laboratories, Department of National Revenue	1927	1930
	1928	1931
	1929	1932
Tobey, W. W.—Assistant Director of the Geodetic Survey, Department of the Interior.....	1929	
Toone, G. F.—Chief Clerk, Canadian Pension Commission.....	1937	
Towers, Graham F.—Governor of the Bank of Canada.....	1937	
	1938	
Tracey, W. R.—Statistician, Dominion Bureau of Statistics, Department of Trade and Commerce.....	1938	
Tupper, K. F.—Assistant Research Physicist, National Research Council.....	1937	
Tyrell, F. C.—Senior Photographer, Canadian Motion Picture Bureau, Department of Trade and Commerce.....	1935	
Underwood, Harry—Principal Clerk, Department of the Interior.....	1928	
Valin, J. G. A.—Public Analyst, Department of Health.....	1918	
Varey, J. M.—District Superintendent, Edmonton, Alta., Soldier Settlement Board.	1936	
	1937	
Viens, E.—Supervisor, Building Materials Laboratory, Department of Public Works	1937	
Wait, T. G.—Chief Analyst, Department of Mines.....	1921	
Wall, Dr. J. J.—Medical Officer, Indian Affairs Branch, Department of Mines and Resources	1937	
Watson, A. D.—Chief Actuary, Department of Insurance.....	1935	

Name—Title and Department	Years
Watson, C. E.—Chemist, Department of National Revenue.....	1923
	1930
Watson, Dr. C. J.—Chemist, Department of Agriculture.....	1934
	1935
Watson, Dr. E. A.—Agricultural Scientist, Animal Diseases Research Institute, Hull, Que., Department of Agriculture.....	1923
	1937
	1938
Waugh, F. W.—Ethnologist, Department of Mines.....	1923
Whitby, Dr. G. S.—Director, Division of Chemistry, National Research Council	1931
	1932
	1934
White, Major J. W.—Officer in Charge of Central Medical Stores, Department of Pensions and National Health.....	1933
	1934
White, O. C.—Assistant Director, Agricultural Branch, Soldier Settlement Board	1929
Whitmore, R. D.—Chemist, Health Branch, Department of Pensions and Na- tional Health	1929
Whittier, A. R.—Assistant Engineer, Rideau Canal, Department of Transport....	1938
Wilgress, L. D.—Director, Commercial Intelligence Service, Department of Trade and Commerce.....	1936
Williams, A. H. C.—Chief Dominion Customs Appraiser, Department of Na- tional Revenue	1938
Williamson, D. A.—Structural Engineer, Department of Public Works.....	1935
Willsher, F. A.—Principal Steamship Inspector, Department of Transport....	1930
	1936
Wilson, J. A.—Secretary, Air Board.....	1920
Wilson, F. H.—Mechanical Engineer, Department of Public Works.....	1921
	1931
Wilson, W. L.—Clerk, Statistical Branch, Department of National Revenue..	1935
Withrow, F. O.—Patent Examiner, Patent and Copyright Office.....	1923
Wood, E. I.—Landscape Architect, Federal District Commission.....	1938
Young, Dr. G. A.—Geologist, Department of Mines.....	1920
Young, Earl C.—Associate Editor of Debates, House of Commons.....	1932
Zivian, L.—Departmental Purchasing Agent, Royal Canadian Mounted Police..	1937
	1938

The Special Committee appointed to enquire into the operation of the Civil Service Act begs leave to submit the following as a

SECOND AND FINAL REPORT

Pursuant to Order of Reference dated February 21, 1939, your Committee has perused the evidence taken before the Special Committee on the Civil Service Act presided over by Mr. Jean-Francois Pouliot during the session of 1938; has studied most carefully the report of that Committee; has examined the Chairman and the Chief Executive Officer of the Civil Service Commission and has given consideration to numerous suggestions proposed by members of the Committee.

Your Committee recommends that legislation be enacted to implement the following proposals:—

1. Your Committee deems it expedient and in the interest of the public, the civil service and the Civil Service Commission that a Standing Committee on civil service matters be appointed at the commencement of each session of Parliament, and therefore recommends to Parliament that Standing Order 63 be amended by adding after clause (k) of said Order the following clause: (1) “on civil service matters to consist of twenty-five members, nine of whom shall constitute a quorum.”

2. That subsection one of section 38 of the Civil Service Act be amended by adding at the end thereof the following proviso:—

“Provided that, except on approval by the Governor in Council, such authorization shall not extend to the employment of a person who

(1) is not a natural born or naturalized British subject; and

(2) has not been a resident of Canada for at least ten years prior to such authorization.”

3. That subsection (1) of Section 33 of the Civil Service Act be amended by substituting the word “ten” for the word “five” in the last line thereof.

4. That the Commission may, on the written request of the department concerned, and subject to the approval of the Treasury Board, appoint without competition any person who has already held a permanent position in the Civil Service and who has resigned, to the same or a similar position within the Department, provided however that such written request shall state fully the reasons for such appointment, and that such person is deserving of such appointment, is not over fifty-five years of age, is of good character, and in good physical condition, and the Commission on being satisfied that such appointment is in the public interest may appoint such person.

5. That section twenty-one of the Civil Service Act, dealing with vacancies in the departments, be amended by providing (in subsection two thereof), for the case of temporary appointments when there is no eligible list that

the Commission shall forthwith hold an examination and, if necessary, to prevent any serious interference with the public business, but not otherwise, may fill the position at once, *subject to the approval of the head of the department*, by making a temporary appointment as prescribed herein,

the only change in the subsection being the insertion therein of the words in italics above.

6. Your Committee is of the opinion that the preference granted by sections twenty-eight and twenty-nine of the Act to persons who have served overseas in

the military or naval forces of His Majesty's Allies should apply only when such persons are natural born or naturalized British subjects, and also had been resident in Canada before the Great War.

7. Your Committee recommends that no male employee shall be retained in the Civil Service beyond the age of sixty-five years, and no female employee beyond the age of sixty years, and that such retirement be made compulsory, without any extension, except when deemed against the public interest by the Governor in Council.

Your Committee is of the opinion that this would materially increase the efficiency of the Civil Service, would facilitate promotion and create a brighter outlook for the future of the younger people in the Service or desirous of entering therein.

8. Your Committee recommends that all positions for which the maximum salary rate is \$700 or less, except the positions of office boys, or others usually subject to promotion, shall be excluded from the operation of the Civil Service Act, and that the Governor in Council be empowered to make regulations for the control and direction, organization, classification, and compensation, appointments to and general conditions of such positions.

9. Your Committee recommends that long-term temporaries on the staff of all Government Departments, who have been giving satisfactory service for a number of years, should be made permanent employees under the Civil Service Commission.

Your Committee also recommends that the Civil Service Commission make effective by regulation or otherwise, the following proposals:—

1. The Committee recommends that no official or employee in the Civil Service shall make any direct or indirect recommendation or reference by letter or otherwise on behalf of any relative by blood or marriage, or take any part, whether directly or indirectly in any competition, temporary or permanent assignment, promotion, classification or reclassification in which any such relative is an applicant.

2. Your Committee recommends that it shall be the duty of the Civil Service Commission to make their own rulings on the operation of the Act and apply the same uniformly, provided however, that any department affected by such ruling may request the Civil Service Commission to join in any submission to the Department of Justice for an opinion.

3. Your Committee reaffirms the eighteenth recommendation of the Civil Service Committee of 1932 which is as follows:—

18. Your Committee is of opinion that there is a great deal of overlapping in the performance of duties by the heads of different branches of the Civil Service Commission owing to matters receiving the attention of the secretary of the Commission which are in no way related to secretarial duties.

Your Committee, therefore, recommends that the secretary of the Civil Service Commission be called upon to perform only those duties which are peculiarly those of a secretary and that the Civil Service Commission consider ways and means of eliminating duplication of correspondence and departmental memoranda which now pass through the secretary to the commissioners,

and your Committee recommends that all forms presently in use for such purposes shall be altered accordingly.

4. As the multiplicity of classification and the discrepancy in salary ranges tend to create dissatisfaction in the Service, your Committee suggests that the classification should be simplified to as great a degree as possible, with such reduction in the number of salary grades as is commensurate with efficiency and economy.

5. From the evidence it appears there is at present a considerable discrepancy in salary ranges as between departments and as between the various branches of the same department and as between the Senate and House of Commons, which militates against efficiency and co-operation; your Committee recommends that the Organization Branch be charged with special responsibility with regard to salary levels in order to simplify ranges and also to thoroughly investigate salaries paid in comparable classes within and without the Service.

Your Committee recommends:—

- (1) That annual surveys of departments, units or branches shall be made in rotation by the various investigators, whether requested by the department or not, and such reviews shall be made so as to remedy overlapping, overstaffing or understaffing and any unfair discrepancies which may exist.
- (2) That if there is to be specialization, it shall be within classes rather than by attempting to cover a whole department from top to bottom, as at present.
- (3) That investigators shall mention in each report the time spent with each employee and the date and circumstances of the interviews.
- (4) That investigators shall not sit on examining boards as members thereof.

7. In order to give the Civil Service Commissioners a complete picture which will ensure fairness and departmental responsibility, and which will standardize the service and speed up handling of cases, your Committee recommends that the investigator's report with the comments of the Chief of the Organization Branch be forwarded to the department concerned and returned to the Civil Service Commission with any comments such department wishes to make.

8. Your Committee recommends that no married woman shall be employed even temporarily under her maiden name and that regulation No. 36 of the Civil Service Commission shall be strictly applied.

9. Your Committee recommends that standard advertisements to cover all classes and grades should be prepared and adhered to and that the practice which has often been followed in the past of writing advertisements to fit the qualifications of a single individual should be discontinued. Your Committee further recommends that any reason for varying such standard advertisements should be submitted in writing by the deputy head suggesting such variation and be reported thereon by the Organization Branch and that no such varied advertisement shall be issued or published unless previously approved by the Civil Service Commission.

10. Your committee recommends that examination papers should not be translated for examination purposes but should be read by the examiners in the language in which they have been written, whether English or French.

11. Your committee is of the opinion that wherever advisable, transfers to other branches of departments, as well as from one department to another, should be encouraged so as to facilitate merited promotions and for the purpose of helping employees to acquire a general knowledge of the work of the department or departments of the government. Your committee considers that the effect of this recommendation will open new horizons to the younger employees by offering opportunities for advancement and promotion at the same time preventing the static condition of the Service and remedying certain injustices.

12. Your committee recommends that in connection with ratings on efficiency and fitness on which selections for promotion are based, the fitness

ratings, whenever possible, be made by a Board of three departmental officers instead of individual departmental officers as at present, and that the efficiency ratings be made by the immediate supervisors of the applicants and reviewed by the Board of three departmental officers.

Your committee recommends that a system of periodical ratings recording the efficiency of employees be established for use in connection with promotions, classification, salary increases, and retirements and that the employee shall be advised of the results of all his ratings and shall have the right to appeal such ratings to the Board mentioned in the following recommendation.

13. To facilitate the adjustment of complaints of a civil servant where such complaints cannot otherwise be adjusted, your committee recommends that such complaints be adjudicated by a Board of Appeal consisting of a nominee of a civil service organization named by the complainant, a nominee of the Chairman of the Civil Service Commission and one, who shall be the Chairman of the Board, to be named by the head of the Department; the findings of the Board to be reported to the bodies having jurisdiction over the matter, to be final respecting ratings for promotion, and to be put into effect.

14. Your committee recommends that promotions shall not be confirmed until after the expiration of fourteen days so as to permit the filing of an appeal to the Board mentioned in your committee's thirteenth recommendation, and in the event of such appeal being made that such promotion shall not be confirmed until the appeal has been disposed of.

15. Your committee recommends that the practice of placing employees in vacant positions in an acting capacity instead of holding promotion competition for them be discouraged.

16. Your committee recommends that the Commission investigate the feasibility of more extensive and adequate advertising of competitions by press and radio.

17. Your committee regrets that the recommendation of the Civil Service Committee of 1932 "that all papers, documents, etcetera, placed on the files of the Commission be consecutively numbered in each file, so that removals or deletions therefrom will be apparent" has not been put into operation, and recommends that it shall be strictly observed and that also each document on file shall be duly initialed and classified in each file.

18. Your committee is of the opinion that:—

- (1) a departmental division of eighty per cent permanent and twenty per cent temporary results in discrimination in certain branches where the work is entirely permanent and where twenty per cent have to wait years for any hope of permanency; and
- (2) disapproves of any practice which will result in a branch creating work to bring in extra temporaries so as to absorb into the permanent quota those who otherwise would not be permanent.

19. That in order to remove all appointments from political influence, all advertisements for applicants shall contain a notice advising the applicant that he must not seek political assistance to further his application.

A copy of the minutes of proceedings and evidence taken before your committee is tabled herewith.

All of which is respectfully submitted.

ALPHONSE FOURNIER,
Chairman.

BINDING SECT. JAN 21 1980

